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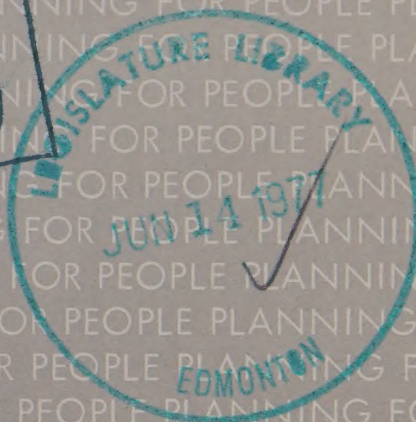
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1966

ALBERTA PLANNING CONFERENCE

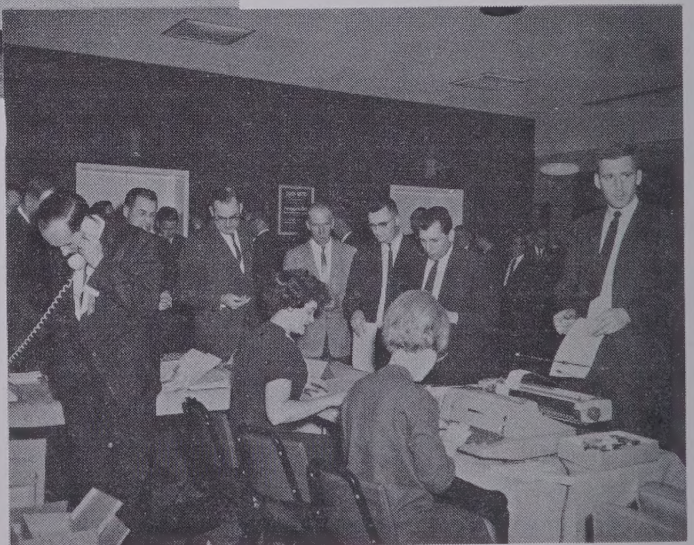
ALBERTA PLANNING CONFERENCE

Holiday Inn
Calgary, Alberta
December 11, 12, 13, 1966.



Miss Marjorie Fedechko and Miss Pat Cox at registration desk. Mr. Dennis Watters is the first to register as Mr. John Polonuk looks on.

Registration in full swing on Monday Morning.



CONFERENCE PROGRAM

Sunday, December 11th -

- | | |
|------------------|------------------------------|
| 1:00 - 5:00 p.m. | Advance Registration |
| 2:00 p.m. | Bus Tour of City |
| 8:30 p.m. | City of Calgary Presentation |

Monday, December 12th -

- | | |
|------------------|---|
| 8:30 - 9:30 a.m. | Registration
Review of Exhibits and Displays |
|------------------|---|

Morning Chairman

Mr. A.W. Morrison, Deputy Minister,
Department of Municipal Affairs.

- | | |
|------------|---|
| 9:30 a.m. | Opening Remarks, Mr. A.W. Morrison.
Address of Welcome -
Honourable A.J. Hooke,
Minister of Municipal Affairs. |
| 10:30 a.m. | Topic: - "Alberta, A Province Planned for
People" |

Chairman: -

Mr. A.W. Morrison.

Members: -

Dr. V.A. Wood, Deputy Minister,
Department of Lands and Forests.
Dr. E.E. Ballantyne, Deputy Minister,
Department of Agriculture.
Mr. M.J. Dolinsky, Chief Highway Planning
Engineer, Department of Highways.
Mr. J.E. Oberholtzer, Deputy Minister,
Department of Industry and Development.
Mr. A.B. Wetter, Assistant Director of School
Administration, Department of Education.
Mr. H.L. Hogge, Director, Sanitary
Engineering Division, Department of Health.
Mr. W.D. Isbister, Assistant Chief
Municipal Inspector,
Department of Municipal Affairs.

Afternoon Chairman

Mr. T.R. Osborne, Chairman,
Medicine Hat Regional Planning Commission.

1:30 p.m.

Topic:- "Urban Renewal and Public Housing -
First Year"

Chairman:-

Mr. T.R. Osborne.

Members:-

Mr. A.W. Morrison, Chairman,
Alberta Housing and Urban Renewal Committee.
Mr. W.G. O'Reilly,
Central Mortgage and Housing Corporation.
Mr. Ian Walker, Executive Director,
Social Planning Council.
Mr. R. Fowler, Mayor,
Town of St. Albert.
Mr. A.G. Martin, Planning Director,
City of Calgary.

3:30 p.m.

Topic:- "Regional Planning and Rural
Development (A.R.D.A.)"

Chairman:-

Dr. G.R. Purnell, Director,
Farm Economics Board,
Department of Agriculture.

Members:-

Mr. R.N. Giffen, Director,
Edmonton Regional Planning Commission.
Mr. C.J. McAndrews, Director,
Program Development Division,
Department of Agriculture.
Mr. S.F. Shields,
Land Use Services, P.F.R.A.,
Government of Canada.
Mr. R.R. Cundy, Director,
Red Deer Regional Planning Commission.

Evening Chairman

Mr. Ivor Strong, City Commissioner,
City of Calgary.

Welcome Address:-

Mayor J.C. Leslie,
City of Calgary.

Guest Speaker:-

Rabbi Sheldon Edwards
Beth Israel Synagogue,
Calgary, Alberta.

Tuesday, December 13th -

Morning Chairman

Mr. L. Kirby, Municipal Planning
Commission, City of Grande Prairie.

9:00 a.m.

Topic:- "Rural Alberta - What and Where?"

Chairman:-

Mr. A.R. Smith, Director,
Calgary Regional Planning Commission.

Members:-

Mr. D.H. McCallum, Chairman,
Agricultural Products Marketing Council,
Department of Agriculture.

Dr. E. Hanson, Associate Dean,
Faculty of Graduate Studies,
University of Alberta.

Mr. W.G. Schmidt, Executive Director,
Alberta School Trustees Association.

Mr. C.H. Weir,
Professional Engineer.

Mr. R.C. Warnock, Secretary-Treasurer,
Town of Castor.

10:30 a.m.

Topic:- "Urban Alberta - How and When?"

Chairman:-

Mr. S.C. Rodgers, Chief Planner,
City of Edmonton.

Members:-

Dr. P.J. Smith, Department of Geography,
University of Alberta.

Mr. N.S. Trough, P. Eng.,
Urban Development Institute.

Mr. W.F. Johns,
Executive Secretary,
Calgary Real Estate Board Co-operative Ltd.

Mr. B.D. Stover,
Secretary-Treasurer,
Town of Devon.

Mr. A. Nawata,
Professional Engineer.

Afternoon Chairman

Mr. D.J. Russell,
Alderman,
City of Calgary.

1:30 p.m.

Topic: - "Regional Planning - A Co-ordinated
Approach"

Chairman: -

Mr. Erick Schmidt, Co-ordinator,
Human Resources Research and Development.

Members: -

Mr. J.E. Hartley, Director,
Oldman River Regional Planning Commission.
Hon. A.O. Fimrite, Chairman,
Northern Alberta Development Council.
Mr. Noel Dant,
Provincial Planning Director,
Department of Municipal Affairs.

3:30 p.m.

Conference Wrap-Up

Mr. Ron W. Maslin,
Director,
Battle River Regional Planning Commission.

OPENING OF CONFERENCE

Mr. A.W. Morrison:- As your morning Chairman it is a pleasure for me to participate in the opening proceedings and officially declare the 1966 Planning Conference open. We open this Planning Conference on this bright December morning (with a chinook which the Calgary administration fortunately arranged for us), by welcoming a greater number of delegates, I'm sure, than we've had for past years, - last year at Red Deer, we were 231 delegates, this year I'm sure the figure will probably surpass the 300 mark. This augurs well for the success of the Conference. At the start, and because I won't be on the program probably after this afternoon, I would like to offer, I'm sure, everyone's thanks to the tremendous job done by a lot of people, to make this Conference a success I'm certain it will be. I want to do this now because I may not have the opportunity later. While I shouldn't single out any individual or group for special thanks, I'm sure we can't overlook the contribution that John Polonuk of the Provincial staff has made to the Conference, the City of Calgary Planning staff, Regional Planning Commissions and all others associated with it. They've done a tremendous job.

Planning cuts across many boundaries of both public and private sectors. So selectively, we have representatives at this Conference from councils who set policy, those who plan in a professional sense, those who use the end product and also those who are studying and observing. With reference to the students, probably a lot of you are not aware here today, that we have invited high school students to participate in the Conference and we extend a special welcome to them and hope that they will partake in the program, ask questions of any of the panels and feel that they are just as welcome as anyone else here, and we hope that they will feel that way. Another important matter of interest for all of us attending here today - it is very appropriate I believe - and that is, that we are meeting in the City of Calgary where they have the first urban renewal project underway in Alberta. This is a historic occasion and administrators and planners of Calgary are to be congratulated for their imagination, boldness, wisdom and leadership in joining with the Provincial and Federal Governments in sponsoring this first urban renewal plan and putting it into reality.

I would be amiss too, if I were not to again congratulate the City of Calgary Planning staff for their very interesting and imaginative program that they put on last night. It has given me an entirely new concept of planning and I didn't realize that it would be as interesting as it turned out to be. They are to be congratulated, I'm sure. Those of you who were not here last night missed a real good show.

All activities need goals, planning no less than any other. Our



Address of Welcome
The Hon. A.J. Hooke
Minister of Municipal Affairs

Delegates



public and private planners in the year just passed, in their different sectors of our economy and in diverse areas of our Province, have been attending to their own needs and goals. For some it has been regional planning, others, roads or the economy in an area, urban renewal, public housing, parks and tourism - all play their part. Now what are our goals for this year, our Centennial Year of 1967. You will find the program has been drawn up in such a way as to try and have this program assist and identify the goals and perhaps suggest ways to working towards them. There are six panels. The first panel has many Departments of Provincial Government represented to demonstrate the breadth of planning down to meet the needs, the many needs of our people, - Lands and Forests, Agriculture, Roads, Industry and Development, Education, Health Sanitation, etc. The second panel will demonstrate the planning in three levels of government, Federal, Provincial and Municipal, for urban renewal and public housing. The third panel again involves all three levels of government. This time, Regional Planning and Rural Development. The fourth and fifth panels deal with the What? Where? When? and How? of Urban and Rural Alberta. These panels are made up of municipal planners along with distinguished administrators and professional educationists. Our last panel examines the co-ordination needed at all levels for regional planning. Now as all good planners must do, those who planned the program, also gave thought to the social side of things, so we can all look forward to the social evening arranged for tonight sponsored by our hosts, the City of Calgary and the Calgary Regional Planning Commission. I would also draw your attention to the many displays out in the corridors and the people who have arranged these displays are to be thanked for spending so much time in imagination and designing and making these excellent visual aides.

Now in concluding, may I say, with such a good attendance here today and seeing that the success of this Conference is assured, I will caution you that your attendance alone will not make the Conference a success. Success of the Conference will require your participation and involvement, so speak up and challenge the panelists and speakers. We all have our doubts, our uncertainties and things that we wonder about, or a constructive idea, so don't be shy and I'm sure that the Conference will be a tremendous success.

Without further ado now, I would like to call on the Honourable A.J. Hooke, the Minister of Municipal Affairs to bring you an opening address.

ADDRESS OF WELCOME

Hon. A.J. Hooke:- Mr. Chairman, Ladies and Gentlemen. Might I say first of all that I am very pleased to see such a fine turnout at this Planning

Conference here in Calgary. I think it most fitting that this particular one is held in Calgary seeing that Calgary happens to be the first place to undertake an urban renewal program in the Province of Alberta. Now, it was a bit doubtful as to whether I would be able to get down to take part in the program today and I do have to return before the time which is indicated on the program, however, I realize that the program as layed out before you is one which augurs well for the future, for planning and for the urban renewal program which we expect to be a big one in the Province of Alberta. I do want to say at the outset that seeing that I am speaking to a group of planners today, I want to put their minds at ease and indicate to them right at the beginning that I have no intention this time, of saying an unkind thing. It has been suggested in the past that I have been very critical of planners as such. Sometimes when one makes a critical remark, it is booted out of context time after time and consequently the wrong impression is often created. I think that my criticism in the past has simply been one of endeavoring to indicate that when we're starting something new, the thing that we must do is to have regard for our public relations and try to carry the public with us on anything which we are endeavoring to lead, and trying to get across, hoping of course, that it is always in the public interest that we are working, and for the public good.

Now I noticed today, that the theme of the Conference is "Planning for People". Now, planning for people has many connotations. I know the one that the person who coined the expression had in mind. It must be that we are hoping from the result of this Conference, we will have a better understanding of planning procedures, we will have a better understanding of what lies ahead of us in connection with urban renewal and housing generally. There could be a connotation in that expression which goes too far because I believe that most of us like to plan for ourselves. I know, I for one, like to plan for myself and I am sure that each and everyone of you wants to do the same thing. On the other hand, the government always has an important function to fulfill in making plans for the public at large. A government exists or should exist to give people the results they want from the management of their affairs. If that is true, then the government shouldn't intrude itself too far into things the people do. But certainly, it should be in a position to inaugurate programs and bring them about, which will result in doing for the people collectively, those things which people can't do for themselves individually. Beyond that I think that a government, any government, worth its salt, should endeavor to create conditions in a country or in a town or a city, in which the people can exercise their own individuality and bring about the results which they want as individuals, consequently you see nothing then but a happy group of people. Let me think of the things that a government ought to be doing. We think for instance, of providing sewer and water facilities, of providing roads, of providing, especially in our province, natural gas facilities and

providing schools and providing hospitals. Now, when we go too far beyond that, it seems to me we're interfering with individual initiative and with individual freedom. It's there, right at that point where I, as an individual become critical of some things that governments do and I believe it's at that point that we have to stop and take a serious look at what we are doing. We must have government however, we have government in our homes even, we have a form of government in our schools and we have a form of government in every operation that we do. But whether or not an elected government should force its own views upon the public in things that the people prefer to do themselves, I think that's when we have to stop and ask ourselves.

The other day I was talking to an individual who was very concerned about the fact that no government as yet seems to have got busy to provide sewer and water for the Indians. Now, I wonder sometimes just how far we "do-gooders" go in thinking up things that we ought to be doing for other people. Now certainly, as far as I'm concerned, I would like to see every man, woman and child have the facilities of sewer and water. On the other hand, we know perfectly well, there are many people who just don't want such things. It seems obvious to you and me that they should, but there are still people who don't, and I think many of our Indian friends who are still nomads, who like to wander around the country, couldn't care less whether we tried to supply fine highways and many of them still drive down the ditches with their teams and wagons. We talk about grandiose programs that we should bring into being, sometimes without knowing whether the people themselves actually want them. I think there is a time. I remember reading about this when I was still a youngster, when the Prince of Wales, now the Duke of Windsor, travelled down through Wales and deplored the fact that in the miner's home, they didn't have sewer and water and he himself sponsored a program resulting in bath tubs being installed in many, many homes. A year later he went back and found they were using them for coal bins. Now whether that story was very widespread or not, I remember that it was true.

Once we start on a program of any sort and I know that today, you are going to be talking about urban renewal and public housing, I say the same thing that I have said before in connection with any program that is undertaken which is new and that is, that we have a job to do first of all, of selling the public on the idea, no matter how good it is and no matter how serious and conscientious we are in trying to bring it about. Because we know that in the end, the public has to foot the bill. The people who perhaps you are endeavoring to serve don't know anything about the end product that you are trying to give them. Urban renewal is one of them, and urban renewal today is on everybody's lips.

Sitting where I sit, I receive all sorts of letters, all sorts of

calls, people drop in - my door is always open to anyone, from different parts of the province, asking about urban renewal or wanting to start on a program in their town, of urban renewal. If we could undertake an urban renewal program on the scale that has been suggested to me by people from all over this province, I don't know where in the world the Federal Government and the Provincial Government combined, would get the money to finance them. So I say, I think a careful program of telling the people what is involved and of endeavoring to work it out, is absolutely necessary.

When I first heard about urban renewal in the Province of Alberta or in the Dominion of Canada, I remember that somewhere in my possession I had a story which had come to me some number of years ago, as a result of an urban renewal program being carried out in Los Angeles. Now we know as a rule, we seem to follow a few years behind the United States. I recall that this story was very critical because the one thing that was lacking was public relations. I dug back through some old notes and I found it and I'm going to take the liberty of reading part of it to you. I want to say at the outset that I am a strong pusher, personally, for urban renewal - a very strong one. I think that the need is great and I think the time to do it is now before conditions get worse than they are. That's one thing I like about planning and that is that while we can't see too far ahead, we do believe we can see further ahead than our forefathers could, who were just concerned about settling as fast as they could, getting their families located and so on. Today we are endeavoring to lay out programs for the future and I think that's all to the good. So here's the story which this man wrote as a result of the first urban renewal program that went into operation in Los Angeles starting in 1950. The story came to me in 1958, and we hadn't talked about urban renewal in Canada at that particular time because, to us it is something very new. It is entitled "Bulldozer at Your Door". Now the reason I am reading it to you is this. This little story shows what happens when you don't take care of your public relations, when you don't endeavor to educate the public first as to what is involved.

"The Federal Law teamed with state statute, code and municipal ordinance is fostering a dictatorship over the rights of all American property owners. No person who owns a house and lot in the United States is safe from certain provisions of the National Housing Act abetted by bolstering state and municipal laws which special privileged groups are using to bankrupt Americans and to drive them out of their homes.

Public housing authorities forcibly evicted Frank White, eighty, then posted a notice which shut the octogenarian out of the dwelling that he's occupied for thirty-five years.

Officials served condemnation papers upon Major Lewis Scott.

Time and again, the retired soldier stood between threat of housing authority bulldozers and the house that sheltered his motherless youngsters. The house is still standing, pending litigation, but the major is dead, hounded to his grave by brutalities that provoked a fatal heart attack.

The housing authority bulldozer demolished the make-shift camping equipment that the evicted Poser family set up in front of a cave which they dug in the hillside of their razed homesite while toiling to ready another edifice in which to live.

Silvery-haired Alice Martin still pleads for justice while she holds out in the pathetic fortress of her frame house, which she claims, was on a lot taken from her fraudulently by collusion and forgery.

These Americans, and thousands with them, have lost their constitutional rights and their homes. While these events happened in Los Angeles the same thing can happen anywhere in the United States, as a result of conditions created by public housing and so-called "slum clearance and rehabilitation laws". These forces are confiscating private property, impoverishing free Americans, changing them into helpless, hopeless welfare state serfs.

Weed choked land in Los Angeles, bulldozed bare of an entire neighbourhood of homes, whose empty driveways, terraces and stairways stood unused for years, is today one such vacated battlefield, the now famous site where the former Brooklyn Dodgers and their playful supporters are preparing to play ball. The ballplayers are in no way to be held responsible for the appalling situation, which started eight years ago.

At that time, owners of the property were forced off, their sacrifice demanded by public authorities who declared that there was a 'need' for the land and the public housing apartments to promote the public welfare would rise upon the land.

This valuable real estate known as Chavez Ravine, has since passed from hand to hand. Last year, (1957), the public owner, the City of Los Angeles, passed a controversial ordinance transferring the acreage to private interests from New York, as a lure to entice the Brooklyn Ball Club to Southern California. Considered oil-bearing, substantiated by oil wells pumping out its perimeter, the once-private land has been coveted by opportunists for years. The 1949 amendment to the United States National Housing Act merely provided schemers with a handy chance to pry Chavez Ravine out of the home-owners hands.

The resulting land grab was worked in 1950 through public

housing laws. The current land transfer to a third party, being effected by an agreement with glaring legal loopholes, was hotly contested by voters and taxpayers prior to consummation of the deal. Ratification of the 'give-away' city ordinance triggered a referendum movement by a determined elector who pushed the issue toward a ballot vote, in June 1958.

The muddle never would have happened had Federal Government refrained from competing with free enterprise. The proposed 23rd Amendment, known as the Gwinn Amendment which would eliminate the Government as a business entrepreneur, if passed, could lessen occurrences in America such as the tragedy of Chavez Ravine.

National policy on housing is two-pronged; one section helped spawn the public housing scandals of the early 1950's in which losers were Americans, such as Frank White, Major Scott, the Posers and Mrs. Martin of Chavez Ravine. Another section of the Act, which set the stage for 'redevelopment' is currently helping to create another crop of victims.

The latest scheme, accelerated by Federal amendments in 1954 is attacking property owners under 'slum clearance and rehabilitation' provisions, and the nation-wide movement grabbed for more power in the 1958 Congress through increased appropriations. A federal spokesman has admitted publicly that densely populated Los Angeles regarded nationally as a sociopolitical laboratory, is being used 'to set a pattern and serve as a model for communities throughout the Nation'.

In light of this, the city's unfinished destruction of homes in Chavez Ravine perpetrated under public housing authority through laws still standing on the books, plus the demolition that is leveling other neighborhoods in Los Angeles, should alert all householders throughout the United States that strange laws are being written and passed, and that they should look into the laws under which they live."

But that is the story which I believe is one which each and everyone of us should regard seriously, because it is something which did happen there, which the whole country did have to take cognizance of. The article went on to point out and one which points up the need I'm sure, for each and everyone of us doing our level best in any one of these programs to carry public support with us as we go.

In the City of Calgary, it is certainly no secret to recall, that one of the papers particularly, were taking a dim view of the whole program of urban renewal. And yet anyone walking through Calgary and certainly walking through parts of Edmonton, realize that there are old, old, old buildings there that have served their usefulness, that today should be

relegated to the grave yard and the land used for much better purposes. Now that is the whole theory, of course, of urban renewal and as far as I am concerned, I am strongly in favour of a program of urban renewal. On the other hand, I am not an advocate of any more public housing than an absolute minimum. When people tell me that urban renewal and public housing automatically go hand in hand and that we must have a great deal of public housing, I stop and wonder a little bit. I don't believe that because we have a good program of urban renewal that we have to have a large program of public housing. I'm going to ask you people to give me a show of hands, how many of you, as individuals, want the government for their landlord? All right we've got three. How many of you prefer to own your own home? Now we have just about everybody. Now, I take it that this is a cross-section of Canadians. I would raise my hand there. I prefer to have my own home, I don't want the government as a landlord. Now I know that there are some people who couldn't have decent housing unless we have public housing. On the other hand, I also know that private enterprise, if we give them an opportunity, will supply a great deal of housing, as the last fifteen years of our history in Alberta and all across Canada will show.

Some people ask me, what do you mean by private enterprise? Well strangely enough, it seems today that if one is a booster of private enterprise, he's apt to be called a swear word, even though private enterprise is the thing which has made Canada the grand country that it is at the present time and any other country as a matter of fact, that boasts the same sort of economy that we do. The affluent society that we can boast of can point to private enterprise and say that was the cause. Today, as I have said so often, we seem to think the Government should be forced into everything. I can read from some publications that I have with me where some people in Canada today are urging that the government should get into every facet of our life. I say to you, that as far as I'm concerned, I think the government should stay out of it, as much as possible and create an atmosphere in which the individual can develop as God Almighty intended that he should develop. So I say, I'm all for urban renewal in a big way, but I'm not for public housing any more than beyond the necessity. I came across an interesting definition, I think, the other day, as a matter of fact, this little article was entitled "Eloquent Definition". It said, students in search of a short explanation of private enterprise could do worse than draw on the following eloquent unattributed definition sent in by a reader. This is what it said.

"I am the spirit of private enterprise, wherever I have existed, freedom of mind and body have existed; wherever I have been murdered by collectivist laws and government strangulation, freedom of mind and freedom of body have died. I was the physical lever of Athenian civilization, I died in the collectivist feudal ages. With the rebirth of free trading came

the greatest expansion in the arts and sciences the world has ever known. I private enterprise, have brought men of the same countries, men of distant countries closer together in a friendlier intercourse than all the socialistic and communistic doctrines combined. My trade routes have been the routes of human progress; I am the expression and sustainer of all that is lordly in the human soul, self-reliance and an adventurous spirit, emotional mental initiative, ambition and inventive resourcefulness. With my rebirth in the renaissance, the human level of living began to rise, money became international, man with my touch took on something of the aspect of a creative god. In my brain was born every creature comfort you enjoy. I am free business, big and little on which civilization alone depends, I am the body of a great spiritual entity, I am liberty."

Now there isn't one of us here who disagrees, I am sure of that. I say to you that liberty is the greatest thing that people want. Sure we want urban renewal, certainly we want housing, we want our food, clothing, shelter but liberty is what we want over and above all of these things and I say that we as a people right here today, can plan for the future in such a way that we can give to our people food, clothing, shelter and at the same time guarantee to them, liberty. That is the ideal state, that is the thing that we are working towards in our Province.

I came across an interesting little thing entitled "The entrepreneurs" and when we are talking about private enterprise, I think this little story comes in very well and the story I'm told is absolutely true. The story apparently going around, tells of a smart young lad in the mail room of a large U.S. plant who was named to take up a collection to buy a gift for one of the bosses who was about to get married. After extracting the usual quarter from each of the two thousand employees in the plant, he had five hundred dollars with which he bought two thousand packages of cigarettes, the kind that had a coupon on the back. Next he traded in the coupons for a silver coffee service and this became the wedding gift for the boss, and he then presented each of the two thousand contributors with a small package of cigarettes. They understandably enough, were pleasantly surprised to find themselves reimbursed with the 25 cents they had donated. Management, needless to say, got to hear of this and they congratulated the boy on his ingenuity. You're a bright boy he was told, we can use brains like yours in the front office. More than that, it was suggested that such cleverness as he had shown, was worthy of a reward. The bright boy, however, demurred. In all honesty he confessed, he had already been adequately rewarded. It seems he bought the cigarettes at a supermarket which dished out trading stamps. He got five thousand of these and had cashed them in on a spanking new fishing outfit for himself and the little story ends by saying this - 'and now all those pessimists who have been harbouring great doubts as to whether the younger generation is as private-

enterprise-minded as their forebearers, please stop worrying about them'.

I thought that little story was certainly well worth repeating and so in closing, I want to bring heartiest greetings from the Government today. I want to say to you that the Government is entirely in favour of the work that you are doing, we are strongly behind the program of urban renewal in the Province, we know that we have to have a certain amount of public housing, but we would like to see more money available however, for private housing, individual housing such as we have seen over the past few years. We hope that that source doesn't dry up in favour of the public housing trend.

So with that Ladies and Gentlemen, I want to thank you very kindly for the attention you have shown me this morning and I certainly do trust that out of your convention, will come the good that each and every-one of us wants and expects. Thank you very much.

Mr. A.W. Morrison:- Thank you Mr. Hooke for an interesting talk. Now we will adjourn for ten minutes.

Mr. A.W. Morrison:- Ladies and Gentlemen, we are ready to start the next item on our program. This is a panel composed of senior officials of the Provincial Government from various departments. The subject is very appropriate I believe - the topic "Alberta, A Province Planned for People". The panel will be called in the order listed in the program. We will ask them to confine their remarks as nearly as possible to about ten minutes. The panelists I believe, will speak on the various programs that their department is involved in and how this relates to planning for people.

Without more ado I would like to call on Dr. V.A. Wood, the Deputy Minister of the Department of Lands and Forests, as your first panel member.

PANEL SESSION:- "ALBERTA, A PROVINCE PLANNED FOR PEOPLE"

Chairman:- Mr. A.W. Morrison, Deputy Minister,
Department of Municipal Affairs.

Members:- Dr. V.A. Wood, Deputy Minister,
Department of Lands and Forests.
Dr. E.E. Ballantyne, Deputy Minister,
Department of Agriculture.
Mr. M.J. Dolinsky, Chief Highway Planning Engineer,
Department of Highways.



Dr. V.A. Wood, Deputy Minister, Department of Lands and Forests, discusses the planning functions of that Department.



Youthful group of delegates representing Calgary High Schools, take great interest in the planning displays.

Mr. J.E. Oberholtzer, Deputy Minister,
Department of Industry and Development.

Mr. A.B. Wetter, Assistant Director of School Administration,
Department of Education.

Mr. H.L. Hogge, Director, Sanitary Engineering Division,
Department of Health.

Mr. W.D. Isbister, Assistant Chief Municipal Inspector,
Department of Municipal Affairs.

Dr. V.A. Wood:- Ladies and Gentlemen. I have been asked to remark on the program policies of the Department of Lands and Forests. First, I would like to point out that the Department of Lands and Forests administers over 50 per cent of the land area of the Province. At the present time only about 40 per cent of the land area of the Province is under private ownership. The remaining area is held by the Federal Government of which about 8 per cent is contained in national parks. The broad objective of the Department is to plan the administration of the land for the benefit and welfare of the citizens of Alberta, not only for the present generation but also for the future generations. The lands are administered in such a way that it can be used by the people of Alberta for their individual enjoyment and betterment and so that the people may work out and plan for their individual operations on the land.

To administer the land which is under the jurisdiction of the Department of Lands and Forests, the Department is divided into four main divisions. The Forestry Division, the Lands Division, the Fish and Wildlife Division and the Parks Division. In addition to these four main divisions there are several service divisions such as the Accounts Division, our Technical or Survey Division and the Registration Division.

In order to accomplish the Department's aims, we undertake essentially three different types of operation; the first is the inventory type of operation in order to determine what lands must be administered and the extent of the land resources. The second operation involves planning and policy making. The policy of the department is set forth by various acts and regulations and it is from the statutes and regulations that the objectives are defined. To determine policy, we also have to determine what the people want and there are various committees and associations which make representation to their M.L.A.'s and directly to the Cabinet on what they think should be done in regards to the administration of these various resources. These recommendations are all taken into consideration and are reflected in the legislation and regulations. The four main acts which are administered by the Department are The Forestry Act, The Fish and Game Act, The Parks Act and The Public Lands Act.

In connection with inventory procedures, the Department has a classification committee which is made up of professional foresters and representatives of the Department of Agriculture. The Province is divided into four main areas: the green area which we call the forestry area; the yellow area which is the settlement area; a new area called the brown transition zone and the white area which is mostly settled. All the acts and regulations referred to only affect public land and do not have any effect on privately owned land. Basically this zoning is done according to the soil classification of the land which we call an ARDA classification. These lands in class five are within the transition zone which can be used for forestry and also for grazing. Lands in the seven and eight category are primarily forestry.

In the Lands Division the various policies relate to homestead sale and grazing regulations. The objective of course, is to dispose of the land to assist farmers in establishing economic farm units.

During the last few years the foresters have seen a great deal of commercial activity and lands are disposed of for commercial purposes especially within northern areas, not only for timber and mill sites but also for oil sites, oil well and all the various other activities connected with these industries.

In the Forestry Division, the Forest Surveys Branch classified the lands in the green area from the standpoint of timber potential. Recently the Forestry Division has brought into effect a "timber quota system". Under this system all permanent forest lands are disposed of on the basis of reforestation. In other words, in the future when timber is cut, there must be replanting based on a perpetual yield basis. This, we feel, is a very forward step to ensure that the timber potential will be continued in the future. Each operator is required to carry out reforestation or pay a fee for acreage cut to enable the department to undertake reforestation.

During the last few years in the green area, we have had a great amount of oil and mineral development and the demand for the use of the land for these purposes has increased considerably. This has required increased emphasis on management of our forestry areas. Also, there has been an increased demand for recreational facilities which has meant that we must manage land having regard for many different uses. Provincial parks are established for the recreation and general benefit of Albertans and for the maintenance and production of animal, bird and fish life, and projects of geological, ethnological, historical or other scientific purpose. We have about forty parks which have been set aside in the Province. There has not been a very scientific basis for classifying public lands for

recreational purposes until the last few years. The scientific approach has been stimulated by the ARDA program. For many years we have been reserving areas around lakes which have potential recreational value.

Our fourth division is the Fish and Wildlife Division. Biologists are continually working on the problem of determining how we can improve fish and wildlife, and how best to manage these resources for the benefit of our present and future generations. To utilize our renewable resources efficiently, as I previously pointed out, it has been found necessary to consider the principle of multiple use. No longer can we consider that this land must be used strictly for forestry purposes or strictly for the human recreation purpose. We must think of it as a co-operative use in order that it can be utilized most efficiently. Our supply of land is remaining static - in other words, new land is not being created, but the demand for land uses is constantly increasing.

I recently attended a convention in Oregon at which was discussed the demand for the use of land in Northern California. Multiple land use is necessary to cope with the increased demands. In Alberta one sample of this is in our Eastern Rockies Conservation Area. The prime use of this area of course is water conservation because it is the head waters of our Saskatchewan River Basin System. We cannot use this land strictly for water conservation, although this is considered a prime use. In addition, the land is managed for forestry use and there is a considerable amount of timber cut in such a way as to not interfere with the water conservation problem. The land is also used for recreation and we have many campsites throughout this area. Another use is for fish and game and grazing. Now out of all of these various uses, of course, there are different conflicts which must be resolved and we hope we resolve these conflicts with our knowledge and by applying intelligent decisions.

I feel that the greatest challenge that faces us today in the management of our renewable resources is the planning and co-ordination of development and use of resources within our economic and social system and to achieve this in such a way that land yields maximum returns for present and future generations. This not only requires a great deal of co-ordination within the Department but also between various other departments whose activities affect the use of our natural resources.

Another important challenge is keeping the public advised as to why and what we are trying to do. The demand for land is constantly increasing and the principle of multiple use requires careful planning. More planning and more co-ordination between the different uses of land is required.

Thank you very much.

Mr. A.W. Morrison:- I should mention at this time that we hope to have time later for a question period so please make any notes on questions you might ask later of individual panelists. Now I would like to call on Dr. Ballantyne, Deputy Minister of the Department of Agriculture.

Dr. E.E. Ballantyne:- Thank you Mr. Chairman. An inventory is basic to any planning and therefore the following are a few items concerning Alberta agriculture.

It is one of the "Big Four" industries in the Province, the estimated income this year is approximately \$800,000,000. Considering the fact that this money turns over about seven times, it generates over five billion dollars worth of business, which is a fact worth considering. Alberta agriculture is food production and is one of the financial giants in Canada. We produce about 30 per cent of the red meat in Canada, but consume only about 8 per cent.

Right here, I'd like to introduce the thought that in any planning, agriculture should not be ignored as it is an important part of the total economy. Also, we must consider that without food, nothing else survives. There is an onus, too, on agriculture to realize that it is not a segment by itself, but is a part of the total.

A few examples of the dominance of Alberta agriculture in Canada are the following. In beef production we are first; in dairying - third; hog production - second; sheep - first; poultry - third; fur - third; honey - first; wheat - second; first in oats and barley; first in sugar beets; in vegetable acreage - fourth; and in various forage seeds we are first. Also, Alberta rates first in irrigation, with approximately one million acres, plus the fact that water is one of our very prominent resources as we have waters going to the Gulf of Mexico, Hudson Bay and the Arctic Ocean. We must recognize agriculture's role, too, in earning foreign currency which has amounted to hundreds of millions of dollars coming into Canada through the export of agricultural products. We can also mention that fifty per cent of the land remaining in Canada to develop is in this province, totalling approximately ten to twelve million acres. Therefore, with this aspect there has to be long-term planning for proper development of it. Outside influences play a vital part in agriculture because we must consider national and international aspects, as food supply now is global in total and this has been well documented by many writers and speakers as it relates to feeding the rapidly increasing population of the world.

One could ask, what is agriculture? I am submitting that it is a business and a science, and its purpose is to produce food of a quality and safety for human consumption. This encompasses not only production, but

also processing and marketing.

Activities and Functions of the Alberta Department of Agriculture

1. Role

All Department activities and functions are geared to improve the economy of those in agriculture, not as "give-away" programs, but help to those who will put an effort forward to help themselves, as well.

One of the top priorities is to keep those in agriculture up to date, which is actually adult education. This is difficult, at times, because technical knowledge doubles every ten years. Our Extension and Colleges Division, backed up by staff in other divisions of the Department, has the onus to get this knowledge out to the people. Further, we have an emphasis on education through our Agricultural and Vocational Colleges where we are spending several millions of dollars in facilities. This is necessary because of the future emphasis on management, along with technical knowledge and the use of capital to operate a farm. We have special courses in addition to the regular ones, on horticulture, irrigation, A.I., etc. In the regular courses, the emphasis is put on farm management and it is interesting to note that eighty per cent of the graduates go back to the farm. In this connection, I should mention that 25 per cent of the graduates in Agriculture at the University of Alberta go back to the farm. This is good, when one considers the importance of management and when one considers, too, that the total number of farmers in Alberta may be down to approximately 35,000 by 1930.

2. Extension Instructional Rooms

In our long-term planning in adult education for farmers, we are planning on having instructional room at our regional headquarters and District Agriculturist offices whereby courses in management, nutrition, home economics, etc. can be given to groups of ten to fifteen, because people want and need information in depth. If there were only two courses a year for one day a week for four to six weeks, this would mean getting a lot of information out to approximately one thousand people. This also ties in with specialists in agriculture. It ties in, too, with our concept of agriculture being a business and a science, and with our relationship and responsibility to agribusiness.

3. Water Resources

In addition to what I have mentioned before in principle, I expect that most of you have heard of our PRIME program and long-term

planning in this regard which deals with conservation of water through upstream storage, diversion, etc. for multi-purpose use. It should be emphasized that the first priority on the use of water, though, is to sustain life.

4. Marketing Council

This is set up to give the opportunity for people to do more for themselves in this field through establishing marketing boards and commissions. One or the other has been established for potatoes, broilers, vegetables, etc. already.

5. Research

The Department recognizes the necessity of research in agriculture to keep Alberta in the forefront, but of more importance, to fulfil our future food commitments. Means of financing this research was set up by establishing the Alberta Agricultural Research Trust. The Department started it off with a donation of half a million dollars and there is to be \$100,000 to \$200,000 a year contributed to give stability to the fund. This aids the Faculty of Agriculture at the University of Alberta in planning and projecting research. Already, 44 projects have been approved under this Trust.

6. Laboratories

As these are the scientific core to provide data necessary for formulating and evaluating programs, as well as technical work, and for delineating problems to be passed over to the research people, we are planning a good laboratory service. Laboratories are also needed for regulatory work because the age of guessing has passed and action must be taken on facts, not opinions. A Consolidated Laboratory will be built shortly in Edmonton which will bring the veterinary laboratory, dairy, crop clinic, soil and feed testing, Provincial Analyst, water resources and wildlife all together in one building that will cost approximately three million dollars. We have built one Regional Veterinary Laboratory at Lethbridge and another one has been approved in the Peace River area which will be built shortly.

7. Livestock Program

Livestock production is one of the large items in Alberta and we do have vast areas that are not suitable for wheat production but that should be based on a livestock economy as they can grow feed grain and forage. In 1966, the Department issued its views on a long-term livestock program which would, in brief, require a 40 per cent increase in livestock by 1980. For example, cattle population would have to go up to approxi-

mately 4.5 million compared to the 3 million at present. This all takes planning and livestock production backs up into crops, soil and water; several years have to be put into it, as it is not something that happens just overnight.

8. Rural Development

As ARDA is on the program this afternoon, I am not going into this subject, other than to say it is one of our major programs dealing with people and involves farm enlargement, retraining, etc., all designed to raise the socio-economic level of the people in a given area. It should be emphasized that the local people are heavily involved in this particular program and they are the ones that put forward the projects that will be implemented. I should note here that we have had discussions with planning commissions and I am sure that we can work closely together in many aspects and that by working together, we can have a lot of our research done by you simply by delineating the information that we will need when a rural development project commences in an area.

9. Regionalization

Due to factors of specialization and the rapidly changing technical and business aspects of agriculture, our long-term planning will include dividing the Province into seven regions. At each headquarters there will be more specialists in extension, livestock, plant industry, agricultural engineering, home economics, etc. to provide assistance to our District Agriculturists, District Home Economists and others.

10. Department Organization

Instead of fifteen branches reporting to my office, we have re-organized the Department into seven divisions, namely, Animal Industry Division, Economics Division, Extension and Colleges Division, Plant Industry Division, Program Development Division, Veterinary Services Division and Water Resources Division, each headed by a Director. The seven directors become the Executive Committee, which meets every two weeks to discuss administrative items and planning. This is a principle adhered to in many successful businesses and we are of the opinion that the Department should be organized on business principles because we are dealing with an industry which is a business and a science. After several months of operation I can say that we are very pleased with this arrangement.

11. Interdepartmental Committees

I mentioned previously that agriculture is not an entity entirely

by itself and with this concept we have committees with representation on them from other disciplines in various Departments, the University and industry. To mention a few - residues, ARDA, water, etc.

Conclusion

In conclusion, I'd like to repeat that we are dealing with people, not with animals, fields, etc., as it is the people that get action and improvements in the latter. We are not planning everything, because we have to give full credit to Alberta farmers for their drive and aggressiveness; also, credit to the University and research institutions and other Departments that are related directly or indirectly with food production. We would ask, though, that agriculture be recognized as one of the economic giants that should be considered very seriously in planning. On our part, we are willing to co-operate fully in planning activities, as I am sure we are all anxious for Alberta to be a leader in this field.

Mr. A.W. Morrison:- Thank you Dr. Ballantyne. I would like to call on Mr. M.J. Dolinsky, Chief Highway Planning Engineer, Department of Highways.

Mr. M.J. Dolinsky:- Thank you Mr. Chairman. Transportation is a derived event which is generated by the social and economic environment of a region. It is not an end in itself but is a means of achieving certain broad social and economic goals. The environment of the region determines the demand for transportation systems and the systems in turn influence the development, and hence, the environment of the region. With this concept in mind it becomes obvious that transportation studies must be comprehensive in nature and take into account all the factors of the region that are inter-related to the transportation system.

Initially the objectives of planning are to meet the basic demands for transportation facilities. They may be viewed as four separate demands:

1. The need to overcome a construction backlog that accumulated during the depression years of the 1930's and the World War years of the 1940's and the demands of the 1950's that followed the war which could not be met even by sizable construction programs.
2. The demand for replacement of facilities, as no matter how well highways are constructed they must be replaced when they wear out if a minimum level of service is to be maintained.
3. Thirdly, the demand created by expansion. In the last hundred years,

Canada has grown to a population of about twenty million persons. In the period since the development of the automobile the demand for highway facilities has grown as a function of the population, the number of vehicles owned by the population and the propensity of the population to travel. These three factors have been growing at an ever increasing rate. In the next forty years it is expected the country's population will double to forty million persons, the rate of car ownership which was eight persons per vehicle in 1945 and three persons per vehicle in 1965 may be expected to reach a saturation rate of one effective vehicle for every two persons. The propensity of people to travel is ever increasing as a result of the growing affluence of our society and large amounts of leisure time available. The effect of these factors is shown by the statistic that in 1945 a population of 12 million persons travelled 16 billion vehicle-miles while in 1965 a population of 19 million persons travelled 59 billion vehicle-miles.

4. The fourth demand arises from technological advances in the construction of roads and automobiles.

Better construction methods, more efficient automobiles and larger trucks have produced a demand for better service and quality of highway facilities. Present day traffic wishes to travel faster, with greater convenience and safety than ever before and this calls for improved and costlier construction standards to serve the same amount of travel demand.

Increased service demands also spell obsolescence for existing highways built to older standards but which are still structurally sound. This increased demand can be seen by the fact that while the amount of paved roads only doubled in the last twenty years, total road expenditures have increased fourteen times to a Canadian total in 1965 of one and one half billion dollars.

It can be seen from these statements that barring any great upheaval in our present way of existence the demands for highway facilities will continue to grow at an ever increasing rate. The role of highway planning is therefore relatively clear - it is to anticipate future demands and prepare plans to cope with them, rather than waiting for demands to accumulate until they become apparent inadequacies in the highway system.

All of these demands and the objectives of highway planning to serve these demands derive directly from the highway system itself. These internal objectives result from the operation of the system and are based on the most efficient use of public and user funds for construction, maintenance, operating and accident costs. For a rural highway system the objectives of highway planning can be defined as the determination of the:

1. Lowest capital costs for construction, maintenance and land acquisition.
2. Lowest operating costs for passenger and commercial vehicles.
3. Shortest travel time between trip origin and destination.
4. Maximum safety for persons using the system.
5. Minimum disruption of land use and land access by location of routes.
6. Minimum disruption to traffic during highway construction.
7. Provision of aesthetically pleasing routes.

It must however be recognized that highway planning is no longer merely a process of meeting travel demands. It can also be used as an instrument of social and economic planning for a provincial region.

Transportation studies which have been carried out in an attempt to predict future travel demands, mainly in large urban areas, have discovered a basic relationship between travel demand, land use and other social and economic factors of the study area. On this fundamental basis a comprehensive planning process can be evolved in which land use and transportation planning are integrated and the interaction that exists between transportation, economic development and land use can be studied for a provincial region. From this concept transportation systems can be planned to meet anticipated future travel demands and can also serve as a regional development tool for promoting the best regional economic and social development.

Highway planning can therefore be extended to include the regional development objectives and those socially oriented goals that are desirable but which not necessarily in themselves produce benefits which can readily be assigned a common measure of value. These external benefits of highway planning include:

1. Promotion of better land use by encouraging development of planned land use to the maximum intended intensity of development.
2. Promotion of the settlement of industry.
3. Promotion of the development of natural resources.
4. Stimulation of development of recreational areas.

5. Provision of economic redevelopment of depressed areas by encouraging settlement of industry or by giving easy communication to larger social centres.

In this context, transportation systems can therefore be planned to meet the anticipated travel demand and can also serve as a regional development tool for promoting the best regional economic and social development.

A comprehensive planning study could be carried out on a provincial basis by studying the land use, economics and travel demand of the region. The principal objectives of this type of study would be:

1. Definition of long range objectives and goals for provincial development.
2. Formulation and analysis of long range projections of existing development trends and policies.
3. Formulation of alternative plans for long range development of the province using various development policies and method of achieving the objectives defined.
4. Preparation and analysis of provincial highway networks which would be necessary to fulfill the transportation needs of the various development plans.

Determination of explicit objectives for provincial development must be based on an inventory and analysis of the land use, economic and resource base of the province. Present and future land use is directly related to the development policies postulated. The magnitude and distribution of the resource base of the province must be determined and analyzed with regard to potential new development and extension of present development. As this part of the study is subject to new discoveries it should be continuously revised. The economic resources and industrial development of existing and potential industry must be explored in light of provincial development policies in this area. It can be seen that the inter-action of development policies and the results of various alternative development plans based on these policies can be used to define the most effective and productive objectives and goals for provincial development.

In formulating projections of existing development trends and evolving alternative development plans, all the factors required for this development must be assessed. Transportation in itself will not create development where there are not the other basic ingredients needed for it, however, where these are all present, a transportation system could provide

the impetus required to initiate the development. Certainly in the case of recreational areas, where there is a demand for these types of facilities, the development and use of them will either be stimulated or retarded depending on the extent of accessibility provided by the transportation system.

The first three objectives of the planning study outlined should ideally be formulated by a government department charged with the duty of developing and recommending policies for provincial development. In the absence of such an agency this information can be gathered from those departments engaged in the respective areas of work or from Regional Planning Commissions where such exist.

It is interesting to note that in 1959 the State of Wisconsin created a Department of Resource Development which began a comprehensive State-wide planning study and in 1961 the State Legislature passed a fifty million dollar resource development plan for recreational and land acquisition programmes in the country. Regional Planning Commissions, parallel to the kind which we have in this Province, are also being formed under this agency.

The fourth objective is clearly the responsibility of the Highway Department working in close liaison with the other planning agencies. Where these planning agencies do not exist the Highway Department is faced with the problem of finding solutions for all of the objectives of the study.

The foregoing brief description of the concepts and goals of Provincial Highway Planning is the basis on which planning is being advanced by the Highways Department. From this, I think it should be quite apparent why we are vitally interested and also dependent on the work which the majority of you present here today are performing.

It was on the basis of these concepts that the procedures for the Rural Road Studies, which were initiated approximately a year ago, were established.

We are fully aware that the time which we allocated for these studies was probably insufficient for the appraisal of the external objectives to the extent that the regional planners would like to have done. However, it has given the opportunity to at least consider all of these factors to the extent which time permitted and at least points out how these can influence the planning of a transportation system. For this purpose we have made every attempt to use the services and information of planners specialized in their own fields. I want to also assure you that we have no desire whatsoever to infringe on the rightful responsibilities of others. However, when

information which we consider relevant and essential for decision on highway matters is not readily available, we then have no alternative but to use our own best means in evaluating the problem.

In closing, I would like to extend my thanks and appreciation to all, for the wonderful co-operation and the assistance which has been extended to the Highways Planning Branch in all of our undertakings to date, and I hope our good relationship will continue in the future. I also wish to thank the sponsors of this Conference for inviting me here today to participate in your fine conference and extend my gratitude to all of you present here for being such a fine and attentive audience.

Mr. A.W. Morrison:- Thank you Mr. Dolinsky. I will call on Mr. Oberholtzer, Deputy Minister of the Department of Industry and Development.

Mr. J.E. Oberholtzer:- Mr. Chairman, Ladies and Gentlemen. Our interest in the Department of Industry and Development aims directly toward industry and from our point of view, the development of the Province in the last twenty years has certainly had a major industrial flavour. The industry of the Province is based largely on resources and it is our job, in the Department, to encourage the development based initially on these resources. The topic of the panel here is the "Province Planned for People" and I would suggest that it is self-evident that a good deal of the industrial planning of the Province has been the result of mother nature or divine providence because the distribution of resources throughout the whole Province has been widespread. This has led to a development, not just in one or two locations, but well distributed throughout the Province and this has had the happy result of population not being as consolidated as in some areas of Canada but generally distributed throughout the country.

The points that I am going to mention this morning are not new points to most of us here, but perhaps warrant some underlining. The change from a basically agricultural Province to an industrial Province has taken place rather quickly in the last few years. I believe the cross-over point was 1952 when it became evident that a majority of the total population lived in the major cities and towns. I do not wish to appear to be disagreeing with Dr. Ballantyne because the economy in the Province of Alberta is a four-pronged solidly established economy based on four major divisions. The first and foremost of these is agriculture, and I support Dr. Ballantyne in that we in Alberta should not forget this for a moment. The second is minerals, - oil and gas we think of primarily. Coal is still very important. Third is general construction which is a continuous procedure in this part of the country, while the fourth is the general manufacturing. These four activities hold approximately a 25 per cent position in our total economy. This has continued for the last several years and appears to be continuing.

All four are growing and expanding and we are in a happy position of not being dependent on any one crop or any one circumstance.

Now, perhaps I could touch, Mr. Chairman, on what we see as trends, - current trends. One trend is toward a diversification and increase in the manufacturing and service industries. If primary industries are based upon your resources, then the service industries, - everything involved from taxi cabs to barbershops, food, clothing and shelter follows along the way. Dr. Ballantyne used the one to seven factor in the turnover of money from agriculture - we make the statement that for every hundred dollars, or for every hundred people that are involved in a primary industry, there are usually four hundred others involved in the service and the supply industries. So we see a continuing trend in the diversification of secondary industries throughout the Province, with no let up in the development of the basic industries and resources.

There is a geographic trend which needs to be recognized. The geographic trend is steadily toward the north and this has become more evident in the past few years. I am referring not only to the north of the Province, but also to the north-west of Canada and the north-west of the United States. In this steady movement we in the Province of Alberta are particularly well located as the arable, usable land and the new frontier of development lies to the north of us. We benefit from the sweep of the movement from east to west and from south to north. This will continue because of the extent of the resources in the north of land, of forest, of minerals as well as recreation aspects. We are on the edge of the last great frontier of the North American continent and this is particularly interesting from a geographic and industrial development point of view.

I will not go into details of our departmental activity but simply say that we work in our Department to encourage industry in a realistic and a practical way. As already has been indicated by the other speakers this morning, this requires an interaction and a relationship with other departments, - with other persons working in this whole area, Highways, Lands and Forests, Agriculture, Zoning Regulations and so on, which come to bear upon any of the developments which take place.

One other trend which might be mentioned, Mr. Chairman, leads us further into the social aspects and all of the planning that is going on has some bearing upon this. There is the trend towards gracious living, if you wish, an increased need for recreational facilities. This will lead to the development of a whole new area of activity, what we might call leisure time industries. This is not just the struggle for food, clothing and shelter but involves many new kinds of secondary industries. This is becoming very important and shows up in new plans and developments. Here

again, we are well blessed with a variety of climate, of scenery and so forth. Our function in relation to this group, Mr. Chairman, is to assist all cities, towns and municipalities in attracting and developing industrial and commercial activities in a practical and realistic fashion. Supporting Mr. Hooke's comments earlier this morning, - not by any subsidies, not with any monetary inducements but in market surveys, feasibility studies and some assistance through the technical aspects. These are the direct ways by which we can assist the individual in his own private enterprise, to encourage new and expanded industry.

Summing up, Mr. Chairman. One, Alberta is richly endowed with resources for industry. Two, all the trends are upward. All the curves of volumes, dollar values and population are rising. There seems to be no lessening anywhere. I mentioned the increased emphasis on the north and north-west and certainly in the longer range thinking we should not overlook pleasure time industries. I will be happy to speak with any of you either during this conference, after this conference or come and see us at our home offices.

Mr. A.W. Morrison:- Thank you Mr. Oberholtzer. Now I would like to call on Mr. A.B. Wetter, Assistant Director of School Administration, Department of Education.

Mr. A.B. Wetter:- Ladies and Gentlemen. I might say that the Department of Education usually gets accused of planning to spend more and more of your money, so I'm not going to touch on that point at all. Also there is the Branch that plans programs, various courses, and the various types of schools. We have for instance, elementary, junior high, high schools, technical schools, junior colleges, regional high schools, you name them, we are planning for them. But in order to give the other speakers an opportunity and yourselves to participate, I will confine my remarks more to land use as it affects the Department of Education, that is, school sites and the possible expansion of planning towards the best use of land for school purposes.

First of all, to touch a little on the Act, I might say that The School Act has very few sections relating to school sites or actual plan. Now in the case of towns and cities, the Act is quite silent. In other words, the planning for school sites for towns and cities is left entirely with the school boards and with the planning people in the towns and cities. We have taken this stand for the reason that we feel that with planning coming more and more into the fore, we don't need to interfere or in plain language, mess around with sites when we have people who are well educated and well trained to take care of this work. We still however, have an interest in the rural areas, in the small villages where problems still exist and where

planning bodies may not be so close at hand. But that need is disappearing very, very quickly. Also I might say that as far as teacher's residences are concerned, we have stayed, you might say, strictly out of that field. It is a local matter entirely. We do advocate however, that we don't want any more teacherages placed on school sites for various reasons. I am not going into the details of these, but the day when the teacher's residence used to be part of the school site is fairly well finished.

I might say, we do however, have a few regulations dealing with size of site. I don't think very many are aware that we have them and we don't enforce them too stringently but there is one regulation which says, for instance, that you are supposed to have a minimum of five acres for a school site and that as the population of school children increase, you are supposed to have a certain graduated scale to take care of the increase, to make sure that there is sufficient accommodation for now and for future expansion. I might say that in planning, land use for school sites, it is now necessary that we have full co-operation between the various parties to provide the optimum use of space available. This co-operation has been stressed by some of the previous speakers. In a lot of places we have the municipality, the school boards, the planning commission working hand in hand to provide the best use of land for educational purposes. And you can see where this is paying off in results. I might say that the day when the school grounds was for school children only is fast disappearing. Educational planning will now have to take into consideration, recreational facilities, adult education, continuing education and what have you, and that there must be a co-operation between the parties concerned to bring this about.

Now I just want to give you one example of what is developing in a part of the Province and we are all for it as far as the Department of Education is concerned. Two school boards, the Public School and the Separate School along with the town council, got together and they worked out an agreement, whereby the facilities would be jointly used for recreational facilities for the town and for school purposes and the planning commission was also consulted and this is what we feel will be the trend in the future. Joint planned use of educational, recreational and other facilities that may be needed. We don't need a swimming pool for the schools, one for the town and one for some other group. One should be sufficient. Now in this case, the advantages of this agreement for example, are that you regulate the time. There is a committee to be sure that for instance, the school interests are protected, and also that the town's interests are protected; that there is a committee to develop all these various programs and dovetail them in. This is one of the things in planning that you want to bear in mind.

Now also, school grounds land should have some aesthetic

values as well. It shouldn't be just a bare building on a piece of ground - there should be some beauty connected with it and if the parks and recreational people co-operate as I have mentioned, you'll have a nice appearing grounds that would be a credit to the public. When you go by you will see the beauty of it as well as the other features of it, that is the size and the proper land use. Now we have a few examples in the province and just as an illustration, in a minor way, just to bring to the fore, when you enter the Town of Camrose, you can't help but notice a nice school grounds, properly planned and properly developed.

Now we have some problems, I just want to bring a few to your attention; one of them is that there are a lot of areas where the lack of planning in the past has to be corrected. You have a school grounds, for instance, that is so cluttered up with schools that there isn't any playground provision, in fact the roads and the streets go all around the schools. There is hardly a place for parking a car or for a place to unload the buses. Now I won't give you examples of this, though we have many, many of them that I could name for you where there isn't even a space to put a portable school left on the school grounds. Now these situations have to be corrected in future plans, by planning commissions and by the municipal planning bodies. Also I might say, that for some reason or other there sometimes seems to be a lack of co-operation between departmental bodies. Certain acts are prepared, certain regulations are prepared without studying what other bodies might be interested in these regulations or in the acts. As a result we have some very serious conflicts arising internally and therefore we can't exactly blame some outside bodies when conflicts arise. I might also say, that planning commissions and planning authorities should not use their own powers of planning. I mentioned about co-operation before. I do think that the planning bodies have, specially the regional planning commissions, with their trained staffs, the figures and details because they have the training. They can tell you all about the plans of various areas, they can tell you the needs, the growth, the development of population trends, the possible number of children per family, which varies from one area to another, and the shift of population. They have all this information and it should be utilized to the full, but they should also consult with the people who may be affected by the planning, so that no blunders will occur. Now blunders do occur even in the best of planning commissions and if somebody wants to know about these, I can give you a couple of very good examples but I'll save those for anybody who wants to ask questions on them in case we might embarrass someone.

So I'll cut my remarks quite short to give you an opportunity to ask questions and to give the other people a chance to present their views but what I want to stress is that the physical part of school planning has to be changed from our own viewpoint, that is the Department of Educa-

tion, also from the viewpoint of various planning authorities, so that they must incorporate other aspects of planning and not just for strictly educational purposes. Parks and recreation people must be considered and committees must work together to obtain the best use and the cheapest use for educational purposes. Thank you.

Mr. A.W. Morrison:- Thank you Mr. Wetter. I will now call on Mr. Hogge, the Director of the Division of Sanitary Engineering, Department of Health.

Mr. H.L. Hogge:- Mr. Chairman, Ladies and Gentlemen. People need food, shelter, drink and clothing in order to survive, and of course, they require health, strength, vigor and wisdom in order to achieve these. Mere survival, however, is not a very interesting objective, nor is it a very realistic objective for our modern twentieth century standard of living. In fact we have very real examples of the futility, and even folly, of having as an objective, the mere survival as a goal of life under our present circumstances. We need stimulating objectives and a pride in our possessions and achievements to maintain the vigor and ambitions so necessary to compete in our modern society.

The days when we could be proud of dirty skies as a symbol of prosperity are gone. Continued industrial growth led to the inevitable conclusion that everything, including the very voluminous skies, has limitations. Black smoke, fly ash, sulfurous fumes and numerous other airborne items can soil laundry, choke the lungs, offend the nostrils, water the eyes, and make life much less than a glamorous and invigorating experience that we can be proud of. In fact there are many examples in modern times very recently, when these airborne items, which are the results of our way of life, have reached concentrations which have cut short the life of hundreds or even thousands of people. This, too, is not a state of affairs which any of us can take pride as a worthwhile accomplishment.

Our water resources too have been proven to have limitations in our modern urbanized and industrialized society. Not too long ago, a polluted river was considered a status symbol as it resulted from either 'inside' plumbing or a virulent industry. Today, however, 'inside' plumbing is not something that we make a point of showing to visitors to our homes or our cities. Similarly, it doesn't give us much of a 'kick' nor does it impress the visitor from out of town when you take him downstream on the river from your favorite industry and show him how dirty it has made the river and how little use it is to anyone else or how much more development has been kept away by the dirty river.

The achievement or maintenance of an environment of which we can be proud, and will be stimulating to us, will not necessarily be an

easy, simple or effortless accomplishment. Our modern society is thriving on an industrialized and mechanized age which fosters the growth of large urban complexes of people, commerce and industry. People require houses or apartments which require sewage disposal and garbage collection, and they need automobiles, buses and aeroplanes for transportation. Commercial properties have waste packaging materials, paper and wood items which have to be disposed of either by incineration or by burial in the sanitary land fill. Industries generate useful products, but invariably the production of these useful and valued products results in the waste or unwanted items which have to be disposed of and this must be to the air, the water or the soil.

The control of the disposal of these waste products and also the control of the loss of useful products in industrial processing is now quite generally accepted as being within the technical capabilities of our society. However, it may or may not be directly apparent to the community or to the industry involved that the control is economically attractive, either as a project to return a good rate of interest on the capital funds required to accomplish the control, or as a good dollar investment to the community which has to undertake the control. It does, therefore, require some sacrifice on the part of the commercial or industrial company and/or the people in the community. It also requires careful planning by all parties concerned or involved in order to achieve the desired objectives at a minimum of inconvenience and cost and in a fair and equitable manner.

Water pollution control work has been part of the public health program in Alberta since the province was formed in 1905. However the current type of program was not started until 1950. We are now assessing the quality of the water in all our major rivers a number of times a year and where it is indicated that pollution levels are reaching an adverse level, additional treatment of the offending waste waters is required. The 'adverse level' considerations are decided on the basis of current uses of the river and also the general principle that the river should remain in an 'aerobic' condition which will maintain the natural repurification processes in the river.

Air pollution control is an active program of our Department and has been since 1958. Specific regulations for the Control of Air Pollution were passed by the Executive Council in August, 1961, and I can say with real confidence that they were the most effective and comprehensive legislation in Canada at that time and are still the best. As in the case of water pollution it is necessary to measure the quality of the air to assess the degree of pollution in areas subject to pollution. This is being done in the metropolitan areas of Calgary and Edmonton with stationary equipment, and in the vicinity of larger industries in rural areas by means of two mobile

laboratories. The capacity of the air to absorb polluting materials is a factor depending on the speed of the wind and the temperature stability of the atmosphere. The periods of heavy or adverse air pollution occur when the atmosphere has the smallest capacity for absorbing or dispersing the pollutants, thus it is important to know the behavior of the atmosphere in detail in specific areas. The Department will be commencing a special study for this purpose in 1967 for both the Calgary and Edmonton areas. In this case it won't be done directly by the Department - it will be by the consultants hired by the Department.

In the case of both air and water pollution control, all new sources of air and water pollutants require Provincial Board of Health approval and these sources are checked regularly to ensure that the emissions are in accord with the conditions of the approval. There is a large amount of exchange of information and opinions between departments of the Provincial Government, health units and municipal governments in connection with both programs. It will be quite apparent that air pollution is a different type of monster to a field of grain or prairie pasture than it is to the persons residing in a residential area or even the workers in an industry or a commercial warehouse.

A Province Planned for People must, of course, provide for periods of illness, whether it be a broken home, the flu, tuberculosis, cancer or a mental disorder. Time does not permit even a cursory review of the various programs to ensure adequate medical, nursing, nursing aide and administration. There is also the matter of ensuring that the cost of these services does not prohibit people from availing themselves of them, and again, Alberta has extensive programs in this area.

The prevention of illness is something that we ought to take for granted. Communicable diseases are now very largely controlled by modern technology, but it does require trained staff and adequate facilities to implement the control programs. Health Units and City Boards of Health are in operation and have been for many years, preventive health programs are their prime interest, whether it be food, water, restaurants or the programs of immunization. Often we hear nothing about these preventive programs, largely because it is very seldom that the program breaks down and we have an outbreak of a disease of the 'communicable' type, however this is a very real part of the health program.

Public waterworks and sewerage systems are now installed in practically every urban centre with a population of 300 or more and in fact at the end of 1965, there were 66 communities in Alberta with a population of less than 300 which had water and/or sewage systems in operation. The Department of Public Health reviews the design plans of these and

regularly checks their operation. Also a program of short-course training for the operators of these systems is being carried out to ensure that a good standard of operation is maintained. Inspection of plumbing work is an associated interest and Provincial Plumbing Inspectors, under the Department, provide this service where it is not available locally and they also provide assistance to the local inspectors and maintain an up-to-date set of plumbing regulations for guidance throughout the Province.

I trust that these few remarks will have helped to portray a clearer picture of our Province of Alberta - a Land for People. Thank you.

Mr. A.W. Morrison:- Thank you Mr. Hogge. Our final speaker is Mr. W.D. Isbister, Assistant Chief Municipal Inspector, Department of Municipal Affairs.

Mr. W.D. Isbister:- Mr. Chairman, Fellow Panelists, Ladies and Gentlemen. It is certainly a pleasure for me to be at this conference, I might say it's the first planning conference I've ever attended. I am very impressed with the cross-section represented here. I see representatives from the large cities, small towns, villages and rural municipalities. This is excellent, because certainly you can't just plan one place at a time. I am also impressed, Mr. Chairman, with the number of young people here and I think this augurs very well for the Province because certainly if the young people get the idea that we must plan many things, the Province is bound to gain.

Incidentally, while on the subject of young people, I'm a member of a committee that's drafting some new legislation for consideration of the government and one of the things that we are suggesting is that the vote in municipal elections be given to persons 19 years of age. So this indicates I think, that we've got quite a bit of confidence in the young people and I'm sure this is shared by people throughout the country.

I want to just briefly tell the gathering of the Department of Municipal Affairs. It is not one of the larger departments but it's quite diversified. We have it broken down into branches as do most departments. we have of course, the Deputy Minister at the head of it and we have the Provincial Planning Board which is made up of senior civil servants. Under the Provincial Planning Board we have the Planning Branch with its Director and professional staff. We also now have a Public Housing and Urban Renewal Division. We have the Field Service Branch which deals with matters in the Improvement Districts. We have the Municipal Inspection Branch of which I am a member. I think in some respects, we may have to suggest to the Deputy Minister that this Branch be designated as the Municipal Inspection and Administration Branch because it has become very deeply involved with administration of the municipalities. We have the Assessment

Branch which now, I believe, does 90 per cent of the assessing in the urban municipalities apart from the larger cities. It has grown a great deal over the past few years and now offers assessment service and inspection service in matters of assessment throughout the Province. We have the Accounts Branch which looks after the general accounts of the department, levies taxes and collects them in the Improvement Districts and Special Areas. We have a Liaison Office and this is a public relations operation and it also publishes the Departmental paper which I think many of you receive. We have the Tax Recovery Branch which involves itself in recovery of arrears of taxes in the Improvement Districts and Special Areas and provides general supervision of The Tax Recovery Act in other municipalities. We have the Special Areas Board which administers a large tract of land in the Hanna area, very much as a municipal district council would do. The Special Areas Board is under the general control of course, of the Minister and Deputy Minister but it does carry out the road building and other functions that Municipal Council normally does.

One or two of the other speakers have mentioned that co-operation between departments is most essential. We certainly find in our new towns of which there have been eleven, that we have had to co-operate and go to other departments for assistance and information. In fact, all the departments that are represented here, I think, I'm safe to say, have become involved in some way with the organization of a new municipality. There are even one or two departments not represented here that we find we must go to and seek their aid when a new municipality is being incorporated.

We are finding ourselves much more involved with the actual administration of new towns. In the past ten years, we have incorporated eleven new towns. There are six of them at this present moment and one of these will soon be turned back to a local council, in fact, they will have their first local council as of the 1st of January. This will leave five of them still administered by members of our department and by local persons appointed to their boards of administration. It has given our department, particularly those people who have been fortunate enough to become involved in one of these administrative boards, a great deal of information on how it must feel to be a councillor in a municipality and to see the problems of municipal government from their side of the table.

The emphasis on development in Alberta of late has been, as Mr. Oberholtzer mentioned, in the north and north-west part of the Province and we've got towns like Rainbow Lake, Grand Cache, Fort McMurray and High Level that certainly are in the north and some of them very difficult to reach at this point.

In the planning theme, our Planning Branch of course, is completely involved in planning, but other branches of the department, for instance, our Field Service Branch, which operates and administers Improvement Districts, is also quite involved. The Planning Branch provides the professional planning assistance. Its members do the actual physical planning. The Field Service Branch with its fourteen offices situated throughout the Province, has people stationed in these various offices and in many cases these people sit on Regional Planning Commissions. Quite often they act as Development Officers where there's planning control and I think this is the case in most of the improvement districts now. Our department is thoroughly committed, I believe, to planning and there is no doubt about it - it is here to stay. We find that as the years go by, more and more people want planning, expect it and they tend to accept it with a lot less resistance, probably, than they have in the past.

Mr. Chairman, I notice that I'm running over and since there may be some questions addressed to the panel, I'll sit down having tried to give you in just a very short time, a brief of a sketch of our department. Thank you.

Mr. A.W. Morrison:- Thank you Mr. Isbister.

It appeared to me after listening to the various panelists, that there is one theme which seemed to run through the talks which is the need for co-operation and co-ordination between all public bodies in planning and developing programs for people. I won't say any more at this time because we're running short of time. However, I think we have time to entertain two or three short questions from the floor.

QUESTION:- Is the problem of pollution of water worked out inter-provincially?

Mr. H.L. Hogge:- The responsibility for the control of water pollution is a provincial matter. There has to be consideration of the use that is made of the river in the downstream provinces and therefore the water has to retain its usability. There does have to be inter-provincial co-operation to determine what uses other provinces are making of the river, and what effect the pollution control programs have in maintaining the quality of water. This is undertaken co-operatively, but it is a provincial responsibility to control the pollution of water. Other provinces have the responsibility of controlling the pollution of water within their own boundaries.

QUESTION:- There are seven regional planning commissions in the Province and I note that Dr. Ballantyne said that his department has the Province divided up into several areas - I was wondering whether there is any

relation between the agriculture areas and the planning commission areas within our boundaries.

Dr. E.E. Ballantyne:- If there is a connection, it is coincidental. We are regionalized on the basis of the type of agriculture and the complement of staff in established institutions. This question was asked at Banff at a conference and one of the top authorities in the United States answered it this way - that it was very difficult to line up subject matter regionalization entirely with regional planning, but I would say that we're not unaware of our necessity to co-operate with those in regional planning.

Mr. A.W. Morrison:- At this time, Ladies and Gentlemen, we will have to adjourn and I would like us all to give a hearty vote of thanks to the panelists.



Mr. Roy Osborne chaired the panel on urban renewal and public housing.



Renewal Planning Display

Mr. T.R. Osborne, Afternoon Chairman:- We had a very good program this morning. I would have liked to have a little more time so that you could all have had the opportunity of asking questions, but I'm sure most of you people are familiar with the programs that have been in operation for some time. I only wish that such a panel could be available to the municipalities which you represent so that the programs can be fully understood and co-ordinated with other activities.

I am pinch-hitting for Mr. Hooke, as Chairman for the next panel on Housing and Urban Renewal. I will now call on Mr. W. O'Reilly, the first speaker on this panel.

PANEL SESSION:- "URBAN RENEWAL AND PUBLIC HOUSING -
FIRST YEAR"

Chairman:- Mr. T.R. Osborne, Chairman,
Medicine Hat Regional Planning Commission.

Members:- Mr. A.W. Morrison, Chairman,
Alberta Housing and Urban Renewal Committee.
Mr. W.G. O'Reilly,
Central Mortgage and Housing Corporation.
Mr. I. Walker, Executive Director,
Social Planning Council.
Mr. R. Fowler,
Mayor of the Town of St. Albert.
Mr. A.G. Martin, Planning Director,
City of Calgary.

Mr. W.G. O'Reilly:- Ladies and Gentlemen. I don't propose to take up much of your time this afternoon, I would rather leave the time to the floor so that we can deal with your questions and we look forward to a good number of questions.

I would like to tell you that in the last year, in urban renewal studies alone, the Province of Alberta had a total of seven out of thirty-four for the rest of the country. I suppose our batting average in that respect is pretty good, but there's still room for improvement. In schemes, that is the preparation of urban renewal schemes, we have had four, at a total cost to the participating partners of something in excess of seventy thousand. Across the rest of the country, we've had thirteen at a cost of something in the order of four hundred thousand. But in the implementation of urban renewal schemes, we have only had one and that to the City of Calgary. The gross costs to all three partners will be about 6.6 millions. For the rest of Canada there were seven other schemes approved in the period

for a total of eighteen millions. I mention these figures because I would like to leave the thought with you that under this section of The Housing Act, the Corporation has a total of three hundred millions and I can assure you that we would have no objections whatsoever, if we had to go back to our Minister next month because we were out of money.

Let us look, for a moment, at public housing. Public housing in the Province of Alberta comes under what we refer to as Section 35A of The National Housing Act or a partnership deal, where 75 per cent of the capital cost is put out by the Federal Government, 15 per cent normally by the Province and 10 per cent by the municipality. To date this year, we have had three projects for a total of about 98 units. In Canada in the same period another 500 have been approved in other provinces.

In looking back over the years and I'm going back now to about 1950, this Nation has put in place under this Section of The Housing Act, a total of 11,100 subsidized units. These are low rental units designed for families with low income. In seventeen years, I think that's a rather appalling figure and I think it's something we can be ashamed of. I mention this because the initiation of public housing under this Section of the Act rests with the municipalities. We have the money, we have the desire, we just invite your participation please. I would like to mention another section of The Housing Act in use, particularly in the Province of Ontario, and this is the section that permits the Corporation to make a 90 per cent loan to the Province, to the municipality or to the public housing agency. Under this Section of the Act the subsidy which will offset losses in operating are only 50 per cent as opposed to 75 per cent under the section I mentioned earlier. A very nice feature about this section is that when the mortgage is retired probably 50 years hence, this project then belongs to the Province, the municipality or the public housing agency. This amendment to the Act was introduced in the fall of 1964 and has been used extensively by the Province of Ontario. Since the beginning of 1965 and until the end of last month, something in excess of twelve thousand units of public housing have either been acquired or built in the Province of Ontario. The Corporation provided funds in the order of one hundred and sixty million.

One other point that I would like to mention and this should be of particular interest to the larger municipalities, and that is the section of the Housing Act which permits the Corporation to make 90 per cent loans for periods of up to fifteen years, to assist the municipality in acquiring and servicing land which will be held for public housing. I don't think there is any doubt in any of our minds that in the years ahead we're going to need areas for public housing. I don't think there's any doubt either that if we wait until such time as we're ready to proceed with these projects, we're going to have to pay considerably more than we will if we can acquire

and service the land today.

I'm not here to tell you that we have all of the answers to urban renewal or public housing. At the last meeting of the Provincial Committee, we dwelt for some time on applications we had received from several rather small communities in north western Alberta. These communities I refer to have populations in the order of two hundred - two hundred and fifty, and I don't think there's any doubt that if we were to go there in an effort to prove that there is a need for housing, that we wouldn't take more than two or three minutes to determine that there is a need, but what do we build? Do we build a standard unit? If we do I can assure you that we're going to be putting the best units in that town. You have to remember that the people that will be occupying these units are generally in the low income bracket. The units that we will be putting into Fort McMurray, Peace River and Drumheller will be comparable with any unit in town, structurally sound and they have to be because they are going to be there for the next sixty or seventy years. I could name you a lot of towns in northern Alberta and indeed southern Alberta, that if we went in to put these units in they are going to be by and large the best units in town. In attempting to find an answer we investigated the possibility of doing this under a co-op deal, but Mr. Orysiuk tells me that most of the people with whom we would be dealing are employed in the timber business and they are out in the woods most of the time and could, therefore contribute little in the way of labour equity. These are some of the problems that we have to resolve and we hope to be able to resolve them with your help.

With those few words, Mr. Chairman, thank you very kindly.

Mr. T.R. Osborne:- Now I'm going to call upon the Deputy Minister. He was supposed to lay the ground work for this discussion, but I crossed him up.

Mr. A.W. Morrison:- Ladies and Gentlemen. The first session this afternoon is Housing and Urban Renewal, First Year, I thought it would be timely to review firstly the development resulting from the enactment of the Alberta Housing Act in the 1965 spring session of the Legislature. Secondly, just briefly, the findings of investigation and studies carried out under the purview of this legislation and finally what may be anticipated in the future.

The Alberta Housing and Urban Renewal Committee whose function it is to receive and consider applications from municipalities for public housing and urban renewal schemes on behalf of the government, has since its inception held fifteen meetings. A total of forty specific applications requesting approval or financial assistance were considered together with numerous inquiries. Emanating from the approved applications, we

now have in the field of public housing, fifteen investigations of these being carried out by municipalities. These are in Calgary, Drumheller, Grande Prairie, Peace River, Fort McMurray, Slave Lake, Valleyview, High Prairie, Manning, Fairview, Hythe, Beaverlodge, Girouxville, Taber and Fort Mcleod. This will indicate to you the extensive nature of the investigations. Four municipalities have already received approval for construction of projects. Peace River, the very first in the Province and then next Fort McMurray, Slave Lake and Drumheller. The housing project in Peace River which is, I think, pretty well occupied by this time, consists of 30 semi-detached units of 24 three-bedroom and six four-bedroom types. Having had a first hand look at the development, it is a very nice and pleasing type of housing. The cost of this project is in the vicinity of four hundred and ninety thousand dollars or roughly about sixteen thousand three hundred dollars per unit. This is the cost of land assembly, servicing and the completion of the project to a finished state.

The Town of Fort McMurray has a project of 42 semi-detached units of three and four bedroom types under construction and I understand that there will be a few units ready for occupancy later this month. The cost of the project is approximately seven hundred and twelve thousand dollars or roughly about seventeen thousand dollars per unit. The projects in Slave Lake and Drumheller are still in the negotiating stage, although fast approaching their implementation. As Mr. O'Reilly has previously mentioned to you, the cost sharing program under our legislation and the National Housing Act of the Federal Government is 75 per cent of the total cost of the subsidy for any losses, by the Federal Government, 15 per cent by the Provincial Government, and 10 per cent normally, borne by the municipality.

In urban renewal there are three stages. The study, the preparation of the scheme and the implementation of the scheme. We have ten municipalities in the study stage. These are Grande Prairie, Peace River, Lethbridge, Wainwright, Edmonton, Drumheller, Leduc, St. Albert and Cardston. Financial assistance for the study stage is provided by the Federal Government in the amount of 75 per cent of the total cost with the municipality bearing the balance. We have five schemes in the preparation stage. One, the City of Calgary, at a cost of \$29,000; one in Edmonton at a cost of \$41,850; one in High River at a cost of \$6,954; and two in Medicine Hat at a total cost of \$13,560. Financial assistance being provided for this stage is as follows:- 50 per cent Federal, 30 per cent Provincial and 20 per cent Municipality. Only one municipality is in the implementation stage and this is described as Scheme 1A, the City of Calgary downtown area around the City Hall and north of the City Hall. The scheme is designated the Churchill Park Scheme and calls for a redevelopment of an eight block area surrounding the City Hall. The total cost of

the scheme is about 6.6 million dollars.

The recoveries from the sale of land in urban renewal are paid to respective governments in the same proportion as their initial contribution. The Committee, in the analysis of the investigations and studies with respect to the need of public housing has found that a serious shortage of housing exists primarily in smaller municipalities throughout the Province. I have attempted on numerous occasions to suggest to our friends at C.M.H.C. that they should do something to rectify this situation and they say they are doing all they can but it seems to me that the problem is that the house builder is not too interested in going into a small municipality because they can concentrate their efforts on larger municipalities where there is a greater market and of course, you can't blame them for this. Consequently, as Mr. O'Reilly mentioned to you a minute ago, many smaller municipalities are planning for public housing as a last resort, to obtain housing of any kind for their citizens. As was previously pointed out, public housing is intended only for citizens and families of low income who because of this factor, cannot obtain adequate accommodation from their own resources. It is therefore recommended that the municipalities pursue the private building industry to facilitate provision of required housing. From the indications in the press, it would seem that mortgage money will be more readily available from C.M.H.C. for the coming year, so that more construction in the housing field can be anticipated. It also has been found that the result of the enthusiasm illustrated by the municipalities in applying for financial assistance in urban renewal and public housing that a form of priority in order to phase the costs out over a lengthy period may have to be established in consideration of the application being received by the Committee. This is intended to produce a ceiling on annual expenditures so that a truer projection of expenditures can be estimated for the coming years.

In closing, I would say that the Committee and myself, particularly, are well pleased with the interest and the progress that has been made in the public housing and urban renewal field in the very short time that we have been engaged in these projects since the legislation was only passed in 1965 and I'm sure that we will have all the business that we want, ahead of us to keep us busy in the coming years. Thank you.

Mr. T.R. Osborne:- I might say, at this time, we hope to have enough time left over after the other three men speak to you, to have a question period and I do hope that you will avail yourself of that opportunity because I'm sure a lot of you have things on your mind. Now we'll hear from Mr. Walker.

Mr. I. Walker:- Thank you Mr. Chairman, Ladies and Gentlemen. The Social Planning Council is concerned about people. By this we mean the people who reside in a community and who, in the normal sense, have no

voice. It is a little overwhelming to join with a group of people so fully involved, on a full time basis, with concepts of urban renewal and public housing.

My comments today should be construed in the terms of the issue that is before us - urban renewal and public housing - not planning in total. It is only in recent years that we have taken an interest in planning in terms of people. Things had to be done, decisions made, profits made, government programs carried out. Urban renewal programs were implemented and the experts felt that the programs met the needs of the people. Surveys were done to justify and validate the programs and then we went on to new things. Only recently have we begun to question some of our traditional ways of doing things. Some of the reasons are humanitarian. We have begun to honestly question the effect of the programs on the consumers and recipients. We have recently been faced with, in some areas, more active participation in political campaigns by the consumer. We have also more recently identified people in our society called the poor, the aged, the handicapped and so on and we are beginning to realize that unless we involve them in our urban renewal programs we are going to meet with resistance. In fact resistance already exists in many quarters.

A new breed of professionals has emerged in recent years called social planners. What is interesting is that leadership for this movement has come from the people involved in the physical planning field. Now we are recognizing the need to plan for people. In fact this is the title of the Conference. I think this is a little presumptuous, primarily because in terms of people you cannot plan for them. You must plan with them. Planning for people is old hat. It suggests we know how people feel - know what they want - know where they want it - know why they want it. Whatever the "it" is. Of course we recognize in the process they cannot have it unless we agree with them. The average citizen is powerless and without a voice in our highly specialized communities, partly because we all recognize it is increasingly difficult to be an expert or well informed about the broad range of concerns in our society. More importantly, however, we isolate ourselves from the people in the community. How can we, therefore, feel we know how people feel or what they feel.

For example there is nothing more frustrating than to hear of a Royal Commission touring the country receiving briefs and then three to five years later new legislation is drafted which does not reflect the concerns of the people who submitted briefs or the concerns of the people who will be affected by the program. We in fact suggest to people that the submitting of briefs is the extent of their involvement and this is not enough. From the selfish point of view we will get less conflict and more co-operation by involving people in the decision-making process. More importantly, we

should all have a greater feeling of participation resulting in a higher sense of responsibility. As ex-Mayor Don McKay said the other day "Let's start at the bottom of the pyramid, rather than at the top".

In terms of public housing it is not enough to ask whether people want to stay in a given area or whether they prefer to move. The people affected should be involved in the drawing up of the plans, the kinds of accommodation that can be made available and discussions about how they will pay their rent and what the rent will be. How will the house be furnished? Where will it be located? What kinds of schools will be close to the housing development? What kind of shopping facilities? To me some of these questions are the bread and butter of participation in a meaningful way and to many of the recipients of these kinds of programs it is a test of our sincerity to meet their needs. Of course this kind of involvement results in a more complex planning procedure. However we should remember we are planning, not for our purposes, but for the improvement of our community as a whole. We must be accountable for what we do to people, as well as accountable to our employer and our professional colleagues.

This is not a criticism of past planning activities. We are now moving into a new era that recognizes the importance of participation. The "War on Poverty" in the United States perhaps gives us some indications about the kinds of conditions we could face in this Province if we refuse to involve the consumer.

Mr. T.R. Osborne:- I think we're indebted to Mr. Walker for opening up a little line of thought and I hope that some of you will keep this in mind for the question period. Now we come to the Mayor of that thriving Town of St. Albert, Mr. Fowler.

Mr. R.S. Fowler:- Mr. Chairman, Ladies and Gentlemen. I note from the programme that out of 39 speakers and panel members this conference will be hearing, there are only four politicians from the Municipal and Provincial level - and even at that His Worship J.C. Leslie has to pick up the tab for tonight's dinner - while Alderman Russell will chair tomorrow's panel whose topic is "Regional Planning - A Co-ordinated Approach". With the Hon. Alfred Hooke in attendance, I think this topic might be changed to "Machinery Tax - A Co-ordinated Appeal".

As Mayor of Alberta's largest and oldest town it would be most presumptuous of me to use my ten or fifteen minutes in a dissertation on planning - we have a room full of professional planners - as well as a panel full.

St. Albert is a town of 10,000 population - having expanded

approximately 800 per cent since 1958 - on the banks of the Sturgeon River, North of Edmonton about four miles and must be, I am certain, a planner's delight.

Urban Renewal to us is something more than the clearing up of a blighted area - it is the complete renewal of what we consider the old town or central area. Without urban renewal our downtown area will die. No appreciable development has taken place in this sector of town since we started our explosive residential development in 1958. The biggest single reason for this is that the asking price by private owners for land in this area has made it completely prohibitive. One would think the land was located on Jasper or Eighth Avenue. However - we are fortunate in owning nearly 55 per cent of the land ourselves, in this area, including streets and lanes. Our intent is to acquire through urban renewal, joint ownership of the total undeveloped area, of the central core, and make it available for development on a controlled basis. Our present investment in land ownership will likely be in excess of the 20 per cent required by the municipality for participation in urban renewal.

In implementing the scheme I expect one of our biggest jobs will be in public relations - at least that will be my biggest job. Out of the forty or more people we will have to negotiate with in the scheme, I am convinced over half of them will feel they are being robbed. Fortunately - they will likely be the ones that are renting out hovels at \$80.00 or \$90.00 per month, or have a vacant lot worth at least \$20,000 in their estimation. These people will be easy - you can't convince them anyway so let the machinery of the Act work for you and deal with those people that can be convinced what we are doing is right. In some instances I am more concerned about the rights of our land owners - then others - as an example: i.e. Donald Bull.

We have already held our first public meeting with those involved in the scheme - I expect many more - and am prepared to spend as much time as necessary on this aspect.

Our total Public Housing Programme is quite small - when one considers over 10,000 population. Present studies indicate that the total units required will not exceed 30 - and not more than 14 or 16 to absorb those displaced by urban renewal in the Central Area. As Mayor of St. Albert, I want to say I am totally opposed to any type of public housing that will pick up all these people and place them in a row housing development that another mayor will have to worry about in 25 years or so. In public housing I will be totally dedicated to dispersing those less fortunate families in the lower income bracket throughout the community in absolutely no less a facility than a duplex - and a single family dwelling where possible - and

I certainly think it possible. I want no part - if at all possible - of those ghetto like establishments for the poor, nor am I even close to being convinced that we would be solving a problem by clearing and renewing one blighted area by sowing the seeds of another by a row housing development.

In looking at urban renewal for St. Albert the question may arise "Why do we require over 80 acres of commercial land? Is not amalgamation with Edmonton inevitable?" I would have to reply, "Why should Alberta's oldest community be absorbed? We are a planned community for an eventual population of 35,000". This planning is not the total responsibility of St. Albert alone. We were permitted and encouraged to develop as a Satellite Town by the senior government and as such I believe the senior government has a prime interest and even obligation to see that this development proceeds so long as it is not done at the expense of other communities or by special hand outs.

For instance, a brief we have recently prepared and presented to the Government proves conclusively that the location of a second university or campus, if located in the Edmonton area must by nature of good planning be located in the St. Albert area. A study indicates that close to 40 per cent of the enrollment of a new campus in the Edmonton region would reside north of the Saskatchewan River - commuting would be quicker and easier to St. Albert due to a counter-flow of traffic - the area offers unlimited expansion possibilities which is the reason for a second campus in the first place - and the beautiful Sturgeon Valley offers unlimited land for Class A and B residential development of a nature required by faculty members and others associated with a university.

In St. Albert, our present Comm-Ind Residential rate is 93.7 per cent. This would undoubtedly scare the pants off city administrators and certainly convince most anyone our demise is a matter of time only. I am not convinced but our commercial rate must be brought up to supply the services necessary to a community of 10,000 and planned for 35,000. Ninety per cent of our residents do not want the smoke stacks, heavy traffic and air pollution which accompany heavy industry and are prepared to pay a higher tax bill for the privilege, but there is a limit. I feel it is entirely possible to stay within these limits. Urban renewal is one of the aides. A planned residential development programme is another. By this I mean, complete thumbs down on the 900 square foot \$400.00 down house with its resulting \$4,000 assessment and seven children to educate and provide recreation services for - and likely welfare during the off-season and likely most of all - a recognition of problems, which I am sure is there, by the senior government, in their first planned satellite town.

Mr. T.R. Osborne:- I must commend the speaker for his forthrightness and

his courage to get up and say his piece and not pull any punches. Now we come to the last speaker on the panel, Mr. A.G. Martin.

Mr. A.G. Martin:- Thank you Mr. Chairman, Ladies and Gentlemen. My comments will be directed purely to a run-down of the first year of urban renewal planning in the City of Calgary and then also to go into the kind of organization which has evolved and is necessary to prepare for the operation of urban renewal in the City and for its continuation in the future. I speak first of Calgary's progress in urban renewal. Today I would like to start with a brief description of Urban Renewal Scheme No. 1 which was for a 31 block area in Churchill Park and which was completed in December 1965. The objective was to remove blighted and substandard conditions from the scheme area which forms the East End of the downtown area. By doing this, it was hoped to stimulate and strengthen downtown Calgary through a co-ordination of private and public action.

This scheme was later reviewed with both Provincial and Central Mortgage and Housing Corporation officials and the decision was made to break the area down into smaller units of action to achieve more rapid implementation with minimum hardship.

The first result of this decision to break it down into smaller areas was the preparation of Urban Renewal Scheme 1A which was completed in March of this year and is now in the process of implementation as Mr. O'Reilly said, is the first scheme to reach this stage in the Province.

Scheme 1A encompasses an eight block area centred on the existing Civic Offices and the Library Complex and has to date, been successful in attracting new development in the form of the Public School Administration Building and the Separate School Administration Building. Construction of these two buildings will commence shortly or at least it will for the Separate School Board and perhaps in another year's time for the Public School Administration Building.

The City is concentrating on enlarging its administrative facilities so that the construction, whatever form this may take, will also be centred in this area and will form, of course, another building in the implementation program for this scheme. Since Scheme 1A, the Downtown Master Plan has been completed and presented to Council and it has provided us with a comprehensive framework for the future of the downtown area.

This has resulted in the recent approval by Council, of an application to prepare Urban Renewal Scheme 1B which is really a continuation of Scheme 1A and is located south of Scheme 1A along 8th Avenue between

1st Street West and 5th Street East, which, it is hoped, will achieve certain significant objectives. Firstly, it will be the first stage of the implementation of the Downtown Master Plan; secondly, it will integrate Scheme 1A with the existing retail core of the City and thirdly, it will examine the problem of Skid Row and suggest that a constructive and realistic approach towards the problem of the man without a family. This scheme will be presented to Council some time towards the end of January next year.

When we commenced the preparation of this scheme, we came to an early conclusion that it was necessary to retain architectural and economic consultants. Actually the architectural consultants were appointed in connection with Scheme 1A but, because Scheme 1B had such a large commercial component, it was also necessary to get Economic Consultants to work out the economic implications, and also the economic feasibility of Scheme 1B. I mention this because I think this will be a trend in the future. The amount of detail work which is necessary in preparation of schemes of this kind and especially when you get into detailed design is just beyond the scope of present planning staffs.

In connection with urban renewal schemes which might ensue in the future, the downtown master plan mentioned two, firstly, we have the Eau Claire area which is the area between the commercial core of the City and the Bow River and secondly, we hope to commence work soon on an urban renewal scheme in Victoria Park which is the area north of the Exhibition Grounds. Looking farther to the future we have already taken the first steps in laying the ground work for a city-wide housing study which will, of course, indicate where schemes might be started and implemented in the future.

Now from the point of view of organization, a distinct pattern is emerging and it is necessary to change organizational patterns in the city organization as a whole. First of all, it was decided that the urban renewal schemes in our planning context at any rate, should be prepared in the Planning Department and for this purpose, the organization of the Planning Department had changed and been enlarged. We placed in this department a complete urban renewal division headed by a chief planner, with his own staff. The planning stage of urban renewal schemes takes place in the Planning Department. In the implementation stage, we also found it necessary to appoint a Project Manager and to make this function the same as any other departmental function in the City. The Project Manager has some staff now, but I dare say, he's going to require quite a few more people as urban renewal continues over the years. His duties in the implementation stage are land negotiations, housing relocation, industrial and commercial relocations, public works, land clearance, land development, public information and promotion. I don't think you'll wonder

why I'm suggesting that he will need more staff in the future.

The Project Manager reports to a Co-ordinating Committee which in turn acts as the Implementation Decision Body. It is made up of one member from each of Central Mortgage and Housing Corporation, Mr. O'Reilly, who spoke just a few minutes ago; the Provincial Administrator of Housing and Urban Renewal which is Mr. Orysiuk and Chief Commissioner Strong of the City of Calgary.

The Committee has at its disposal a technical sub-committee which reviews overall decisions and policies in an advisory capacity.

Lessons have already been learned and I dare say we're going to learn quite a few more as to the procedures and requirements of our urban renewal program. Let's just list them briefly:

- (a) plans must be realistic and they must recognize local problems;
- (b) that all organizations, public and private and the general public must understand the projects;
- (c) we require the development of constructive citizen participation;
- (d) we require municipal initiative in setting the stage for private action;
- (e) we require provision of incentives to encourage private action and so on.

Urban renewal will, of course, cost the taxpayer money. In any scheme there is the initial burden of capital outlay but one must not forget that this is followed by a long-term inflow of income to the municipality in the form of higher tax revenues, a much improved environment and a resurgence of private investment in areas which would otherwise have continued to deteriorate.

Mr. T.R. Osborne:- Thank you Mr. Martin. That ends this panel and we will now entertain questions for the next few minutes.

QUESTION:- Mr. O'Reilly, how long will it take to get the money once a town has decided to go ahead with a plan?

Mr. W.G. O'Reilly:- It takes a little time to decide, if you are talking

about public housing, which sites would be acceptable to the three levels of government. Designs must be prepared and servicing available. Agreements are required which are standard documents. Once the agreements are signed, the tender is called and a contract is awarded. So much for public housing. With respect to urban renewal, we also have agreements which are somewhat more involved. They must be presented in some instances to council, they must also be presented before going to council, to land committees. The agreements mention specific prices at which land shall be acquired from any one of the partners. They should also mention prices at which land will be resold to the partner. For example, we have been working on the Calgary agreement for quite some time. I have every hope that the agreement will be signed this month. In the Calgary case we've been working for about eight months. The City of Calgary therefore has been financing the acquisition of a lot of properties and just as soon as we have a signed agreement, we will be providing the necessary funds.

QUESTION:- In the expenditure of public funds for an urban renewal program, is the justification for such an expenditure for the good of the community or the benefit of the individuals?

Mr. A.W. Morrison:- I would say the answer to that question is both, but primarily, I think it's for the betterment of the whole community. As to the previous question, I believe in the case of the Peace River Public Housing Project, it took about a year, from the time Peace River first made their request until the housing units actually were occupied, and I think urban renewal projects would take roughly the same time.

QUESTION:- Bob Harrison, Calgary Downtown Business Association. We are very very interested in liaising and contacting all our cities, towns, villages, municipalities who have done anything in urban renewal and I would like to get the names of those different municipalities and the persons we should contact in order to get the best answers. From whom would the information be received?

Mr. T.R. Osborne:- Mr. Morrison has already answered this question and if you see him later, he will give you the names.

QUESTION:- Perhaps I would like to get two or three panelists to answer this question because of the variety of points raised. Your panel is considering a bit of history in the sense that it is the first urban renewal scheme and a tremendous amount of study in the implementation stage. I would like to know, in connection with my interest in economics and land development, if the city is going to benefit by an increased tax structure by virtue of the urban renewal and if private enterprise is going to be involved with renewal. We hear Mr. Martin say he's got two school boards, we see in the

paper that Mount Royal College is perhaps going to locate in this area.

Mr. A.G. Martin:- I believe Mr. Trough's first question Mr. Chairman, was -- are we going to get increased tax revenue in the urban renewal area? If we take the two schemes together, Urban Renewal Scheme 1A which will have largely a public built-in component, I mentioned the two school board buildings, together with Urban Renewal Scheme 1B, and are able to get private developers and of course, this falls into your second question, then the assessment and taxation income will be greatly increased. I can't go into details about the findings of our economic consultant's report but it does indicate increased taxation. The initiation and the carrying on of the reconstruction as envisaged in the urban renewal schemes will generate a tremendous amount of private investment downtown which probably otherwise, would not result. It doesn't flow directly from the initiation of the scheme, it's a side benefit. Other cities have proven that there is a massive side benefit.

QUESTION:- Mr. H. Harper, Red Deer, I am here to inquire just what monies are available for the man who wants to build his own small home 400 to 600 square feet. I used to worship bigness until I found that bigness wasn't always goodness. In our planning, we have no lots for sale under 45 feet, yet there are many people who couldn't possibly maintain a lot this big. There are many people that I have found that want a little lot and a little home. Are we to destroy these people's dignity by refusing to let them have their homes, are we to crowd these people into public housing when they don't want it, or is there money and plans available for the little man?

Mr. T.R. Osborne:- Well, I haven't the answer for you to that and I don't know if anybody has but I do know that as far as Medicine Hat is concerned, we have set our standards with nothing less than a fifty foot lot. In the early development of Medicine Hat, there were 25 foot lots. One of the things that we have to deal with today is these small dwellings that you refer to and I don't know why we're living in a land that we've got so many thousands of acres around that we should ask people to or let them be crowded into an area which today, after fifty years, we wish it never had started in Medicine Hat. Twenty-five foot lots are something that in the years that lie ahead we have found is very difficult to live with and we are trying to eliminate this.

QUESTION:- In the present legislation are single family units allowed under The Public Housing Act?

Mr. W.G. O'Reilly:- The answer is no. There is no set, cut and dry rule as to whether public housing shall be single, semi-detached, row housing

or high-rise. Every municipality makes its recommendation and then of course, you have to examine the economics. If you put in six houses in Girouxville, and you want them all over the place, you must remember that you are adding to the cost. If you add to the cost, you are going to add to the rent or to the subsidy.

QUESTION:- Mr. O'Reilly, Central Mortgage and Housing Corporation is making loans to large centers and small centers usually demand a much higher equity in the small center. Are they going to do the same thing with public housing and with housing involved in urban renewal?

Mr. W.G. O'Reilly:- We would go to public tender and a contract would be awarded not necessarily to the lowest bidder but we would expect to pay in Redcliff, an amount not unlike what we might be expected to pay in Medicine Hat. We would certainly hope that we would get a comparable bid which would mean of course, that the Medicine Hat builders should be bidding for the Redcliff job.

QUESTION:- If you are obtaining a loan from C.M.H.C. on a small parcel in Redcliff you can get 50 per cent, 60 per cent of the lending value of the loan. Now if you are building in the city, you can get as high as 90 per cent. Why the inequity?

Mr. W.G. O'Reilly:- You get the same 90 per cent in Redcliff.

QUESTION:- Len Milne, Planning Director for Peace River. The construction costs of public housing projects appear in some form to some people to be excessive, built under the tri-government arrangement. Now no doubt, it's said perhaps private enterprise could build cheaper, that is beside the point. I think it would be an interest to the audience to know the rentals charged for the public housing project at Peace River, a general idea of the rentals charged in relation to the construction costs of the project and possibly Mr. O'Reilly could answer this.

Mr. W.G. O'Reilly:- As I recall Mr. Milne, the true recovery rent is about \$123 per unit on the average and the recovery is about \$63 which means a subsidy of \$60 per unit.

QUESTION:- Where does this urban renewal stop. We have two houses today and we renew the small or old one for a new one, now we've still got an old one for a new one. Where is it going to stop?

Mr. W.G. O'Reilly:- I would hope that we would never stop. The City of Calgary, our first project 1A - we've gone along quite expeditiously and within one year we will have acquired and cleared a better part of eight

city blocks. We're moving into 1B almost immediately, as Mr. Martin has indicated. We think a realistic program for 1B would be about three years. This doesn't mean that we have to stop or wait until completion of 1B before we move into other areas. As Mr. Martin mentioned we are looking into Eau Claire and one or two other areas in this City. I hope once you embark on renewal, it is continued.

QUESTION:- Mr. O'Reilly mentioned the liquidation of 50 years for the Peace River Project. What would you say would be the life of these units. Twenty years?

Mr. W.G. O'Reilly:- They are amortized over a period of fifty years and they better stand up for fifty years, but you have to be realistic. These units are built to last twenty or thirty years.

PANEL SESSION:- "Regional Planning and Rural Development (ARDA)"

Chairman:- Dr. G.R. Purnell, Director, Farm Economics Board,
Department of Agriculture.

Members:- Mr. R.N. Giffen, Director,
Edmonton Regional Planning Commission.
Mr. C.J. McAndrews, Director, Program Development Division,
Department of Agriculture,
Mr. S.F. Shields,
Land Use Services,
P.F.R.A., Government of Canada.
Mr. R.R. Cundy, Director,
Red Deer Regional Planning Commission.

Dr. G.R. Purnell:- Ladies and Gentlemen. I would like to commence by complimenting the program committee for selecting the theme of the program - "Planning for People". And of course the suggestion has been made that it be Planning for and with People. The program committee should be commended particularly, in view of the fact that most of the time we hear of planning being done regarding land, business, industry, commerce and this type of thing without due regard for people, and I think the intention is well focused on the human resource.

Now the topic for this afternoon is Regional Planning and Rural Development with special regards to ARDA. ARDA originally meant the Agriculture and Rehabilitation Development Act, 1961. More recently it has been termed Rural Area Rehabilitation Development Act and we will try to discuss this, this afternoon, the relationship between rural develop-

ment under the ARDA program and the relationship of this program to rural planning. The format of our panel consists of two people involved with the ARDA program at the Federal and Provincial levels and two people involved with regional planning.

In Alberta economic and social development has always been a major goal of the people. Ever since the original settlers entered the territory, great efforts were made to obtain a living from the natural resources which were in existence. Labour, capital and management were combined with raw resources of the land to provide constantly improved levels of living to the residents. As economic development took place over the years, social amenities such as churches, schools and recreation facilities were developed. Throughout this process some areas of the province advanced more rapidly than others. In some instances the development was erratic with "booms and busts" as various resources were exploited, new demands expanded and improved technology developed. In accordance with the location of resources and related processing and marketing, some degree of specialized production was noticeable in these areas. This overall socio-economic development was largely self-generated by the local people and the role of government was to provide a framework which permitted maximum progress.

By the 1960's wide variation in the levels of income and employment opportunities existed between areas within Alberta as well as throughout Canada. Resources were not being utilized at optimum levels, considerable waste was occurring in soil and water management and the resulting heterogeneous pattern of socio-economic development suggested the need for a more comprehensive program to be established. It was recognized that a more active role of the local people as well as all levels of government would be necessary to achieve the objectives in this sphere. This situation was highlighted by a national conference in 1961 on Resources for Tomorrow. Papers at this meeting, delivered by authorities in the field, emphasized the gap between potential and actual accomplishments.

Culmination of the attention on the subject resulted in the Federal Agricultural Rehabilitation and Development Act of 1961. This legislation provided for joint Federal-Provincial operations and financing of programs in research, resource use and socio-economic development in rural areas. The philosophy of the Act was to place government in a more active role to help the people of interested areas, improve their level of living. Under the Rural Development Section of the Act, opportunity was given for government to help people inventory their resources, analyze their own situations and outline possible methods of improving income and employment opportunities.

It is well known that economic and social development can

take place spasmodically over time and vary widely within and between regions of the country. Also frequently there is great potential for socio-economic development in any area but insignificant results are realized. The ARDA program mentioned above is designed for a comprehensive approach to be made to analyze the situation, remove roadblocks to development and where necessary to make injections of resources to supplement local energies for development purposes. The ARDA rural development program does not use any unique tools or principles of development. The only unique features of ARDA are, first, that the program aims at comprehensive development -- that is that the full kit of tools is used on an integrated approach rather than indiscriminately using one tool or principle, and second, that the program relies on the local people to seek self-improvement.

Most efforts to overcome inadequate or irregular socio-economic growth by planning use the process of evaluating the situation and taking concrete steps to improve the system. This is also true in ARDA work. After receiving a request from the local people, research is undertaken to:

1. Inventory the resources in the area.
2. Analyze the inventory information to pinpoint the strong and weak points in the existing situation.
3. Outline alternative means of solving the problems.
4. Recommend possible solutions.

In ARDA local participation or involvement is included in each of these steps. Local study committees are established consisting of people interested in general development of the area and perhaps more specifically in such fields as industrial development, agriculture, tourism, or some other field. Such local participation assures that no significant problem or potentiality will be overlooked and also that the results and proposals of the program will be more readily acceptable to the area since many of the ideas are their own. However, it should be pointed out that it is important to have an agency from outside the area or region conduct the research since an outside body will tend to be more objective, pay less attention to internal frictions or conflicts within the region and take a broad approach to analysis placing the area of concern in the proper perspective or framework within the Province or Nation as a whole.

In carrying out effective research it is necessary that limited research funds be stretched as far as possible. This means that you should know what keystone information you need, where it might be located and how to obtain and analyze it for your purposes at hand.

The objective is essentially to try to determine the socio-economic conditions in the past, the trends that have developed which lead to the present and from this information, to predict what could happen, what would happen or what should happen in the future. The regional plan concept is that from a study of the past and present, programs could be initiated which would attain certain specified goals in the future. In a very few words, our initial rules would be to inventory the physical and human resources of an area to determine how the region is put together. A thorough understanding of these factors, together with the present and future plans of the private and public sectors of the economy, permits the formulation of projections for the future. It is at this point that the normal activities of the free market processes and the programs of governments combine so as to define a desirable target or goals.

The delineation of targets or goals is perhaps the most important step in the total planning process. Unless we have an indication of where we are going, how can we devise the necessary instruments to get us there? While you are engaged in the business of planning every day, may I enumerate the basic concept of our philosophy of goal determination.

You will agree that any economy grows because of the presence of individuals or firms in the area who export goods or services from within and receive dollars in exchange. This division of the economy is called the export or wealth producing section. In general the persons employed in the export section are those engaged in producing primary goods for consumption outside of the area and include employees in farming, forestry, mining, manufacturing, transportation and construction, as well as that section of the tertiary industries which serves the tourists.

Then in addition to the export section there is a group in any area which supplies goods and services to those engaged in the export section. These persons do not create wealth directly but are nevertheless a vital part of the economy and are referred to as the Domestic Sector. They generally include persons engaged in activities such as the trade, personal and business services, insurance and real estate.

The first task in planning, then, will be to estimate the direction and magnitude of change in the export sector. For instance, in agriculture, the number of farms, types of farming, size of holdings, can be forecast for a selected target date in the future. Of course, development resources cannot be accurately determined because of unknown factors such as improvement of technology, changes of consumer demand or even international political manipulations.

Some measurement of development is essential by which the

planner is able to base his projections. Values of goods or services produced, volumes of production, population growth, or per capita income could be used. However, the measurement which we are using most frequently is labour force.

The approach to planning, then, is to estimate the labour force required in each division of the export sector and by using a ratio such as 1.5 export workers to 1 domestic employee or 1.1 depending on the area, the number of persons engaged in the domestic sector can also be projected. From this information, the growth of population may be calculated, the percentage of the population in productive age groups, and implications may be deducted on the requirements of roads, schools and other supporting services.

In the appendix to these comments, we have attached a descriptive statement on the theoretical framework within which economic development might be measured and analyzed. Time does not permit dealing with these here but interested parties can refer to the conference proceedings for these details and a selected list of reference books in the field.

From the methodology point of view the researcher proceeds through the following steps:

1. Pinpoint or list the types and categories of inventory information necessary to portray the situation past and present.
2. Research whatever data are available from existing files of governmental agencies, university departments, libraries and private sources.
3. Fill any remaining gaps in information and knowledge by mailed questionnaires, field surveys and personal interviews. (This can be the expensive part.) Where major gaps exist it may occasionally be necessary to conduct research in depth. (For example, market feasibility studies on say charcoal.)
4. Carefully analyze all information to determine weaknesses and potentialities. Use of economic growth theory is the framework for this analysis.
5. Set out recommendations relating to possible courses of action to take to achieve progress in development.

It should be noted that the inventory includes natural resources, human resources, attitudes of people, governmental structure, educational levels, training, etc. Analysis is checked and cross checked with know-

ledgeable people both inside and outside of the area being studied and recognition is always given to the dynamics involved which may outdate your results before they are printed.

Following completion of the research an action program can be designed on a comprehensive basis. Here the local groups, technical government personnel and policy makers (both business and government) must be involved to one degree or another. This comprehensive program might be labeled an overall Economic Development Plan. This plan lists priorities for action, establishes time or target dates for completion, designates who is responsible for the action needed, and estimates the resources necessary to carry out the action. It should be emphasized that the ARDA rural development procedure is not intended to replace or substitute for regional planning. Instead they supplement each other.

The results of the research on socio-economic development can be particularly useful to regional planning commissions. With this basic information and analysis of future growth the role of regional planners in respect to land use zoning, subdivision development, road construction, etc. can be facilitated and strengthened. The targets which are established in the Overall Economic Development Plan can also be considered by regional planners. Review of changing circumstances and conditions should be made from time to time to enable adjustments to be made in the planning program. Hence from this point forward, human ingenuity, patience and co-operation are essential if actual progress is to be accomplished. Technical Knowledge, sophisticated research methods and good intentions will be of little value unless the above steps have all been conducted diplomatically and objectively.

Appendum on Theoretical Framework

There are a number of theories which attempt to explain regional growth. I will deal briefly with two of these, the economic base theory and the productivity theory.

The economic base theory has two main ideas, a market hypothesis and an opportunity hypothesis.

The market hypothesis is based on the premise that an area's growth rate is dependent on the volume of goods and services exported out of the area in relation to the imports. It is suggested that only goods and services which are exported really bring wealth into the area and are, therefore, called the wealth producing sectors of the economy. The remainder of the economy is based on supporting the export sector, e.g. feed mills, implement agencies, etc., and the domestic sector which provides goods

services for the consumption of local residents, e.g. grocery store, theatre, hardware merchant.

The resource producing industries may be ranked by the number of persons engaged in the export category is called the prime mover of the economy, although not necessarily the greatest growth promoter. In fact, the reverse could be true in some circumstances because agriculture, historically, is relatively low on the growth scale. In some way, then, in discussing the market hypothesis, a way to promote growth is to increase the exports from the area by discovering new resources and by product promotion, increasing production, and concentrating on these products for which the area has a comparative advantage.

The "opportunity" hypothesis of the economy base theory assumes that lagging growth is due to potential firms or present firms in the area being unaware of profit opportunities which may exist but which are not being exploited at the present time. The policy to follow, then, to promote growth, would be to attract new firms to the area. Frequently, this is attempted by enumerating the advantages potential firms would enjoy if they came to the town. Items mentioned include industrial sites, availability of raw materials, low wage rates, transportation facilities, ready access to parks, churches, and playgrounds. In other cases the friendly attitude towards business might be enumerated and perhaps even tax concessions given.

The productivity theory is somewhat different from the economic base concept. It regards productivity as the fundamental determining factor of the economic growth. It also holds that the level of exports is dependent on the course of development. In essence, instead of discovering new resources and bringing capital to develop them and thus help the rest of the economy, it is argued that bringing capital, labour and technology, into the existing resources as well as new resources would promote growth. It is assumed that the economy may grow by improving the quality of the labour, using more up-to-date machinery, building better schools, instituting more roads, and building a better transportation system. In short, it implies that development may be stimulated by diverting more resources into internal improvements, both real and human, from either local sources, from borrowing outside money, or from increased participation of government into resource development programs. According to this theory, the way to improve growth in the area is to concentrate on the improvement of the existing economic and social system.

Measurement of an Economy

There are a number of methods used to measure the output of a region or area. Two of the methods are directly related to the previous

section and may be classed as (a) measuring total output and (b) measuring the per capita level of living.

The total output or volume of goods produced could be further subdivided into a number of groups. Examples of this type of measurement are gross regional product, gross sales for the area or for any sector within the area, total disposable income, tons of ore mined, or bushels of wheat produced.

The level of living or a welfare index is usually associated with productivity per capita. Examples of this type of measurement are per capita income, average sales per farm, average net income per farm, or the disposable income per capita.

Other measures of development include items such as capital-labour ratio, proportion of the labour force in agriculture and other sectors, and the population.

The actual unit of measurement which is used may not be a critical decision because in many instances a number of measures would all move together. When the total sales rise it is likely that the employment in that particular industry would also rise. The problem is that in some cases, some of the units of measurement do not all rise in the same proportion and in fact there are occasions when the movement of one measurement may be in opposite directions to that of another.

Employment is the most commonly used measurement because it is generally fairly readily available for most regions. This index has some disadvantages insofar as the definition of an industry is on occasion difficult to define in the first place, and secondly, the definition of a labour force has changed over time in Canada. A further disadvantage of the use of employment as a measure of economic activity is that there may be a number of part-time employees in the labour force. Finally, using labour force perhaps may lead to an incorrect evaluation of the economy because the production per person may be considerably different from one area to another.

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Now this afternoon, as I mentioned, we have two people from the ARDA program and two people from planning and I hope we will have laid a framework within which discussion can take place. We would like to encourage you to jot down questions on a piece of paper, to pass to the panelists at the conclusion of the total panel production.

I would like to call on, first of all, Mr. S. Shields, from the Land Use Services, P.F.R.A., Government of Canada.

Mr. S.F. Shields:- Mr. Chairman Ladies and Gentlemen. I am very pleased to be here this afternoon to discuss with you very briefly, some of the aspects of ARDA at the Federal level. As our Chairman has indicated, I am with P.F.R.A., Land Use Services and have been in liaison with the ARDA program since it was initiated.

This morning, we had Dr. Wood indicate to us that the Department of Lands and Forests are greatly concerned about the use of land. Early in the ARDA program it was indicated from the Federal level as we met with provincial people that we need to inventory the physical resources that we have in each province and we discussed a Canada Land Inventory - how it could be set up and how it could be made use of.

Mr. Chairman, I thought I might like to take just a few minutes to discuss in a little more detail, the Canada Land Inventory Plan. This was initiated at 100 per cent cost to the Government of Canada, first with the province participating 100 per cent in getting work underway. This of course, has resulted in a great deal of helpful information. We can look at the land resources in the province and classify them as to their use so that policy makers can best determine what lands can be put to the agricultural use in its many aspects, use of forestry, the recreational aspects, the wild life or any conservation reserves that they may need and we find that sometimes these uses overlap. Dr. Wood used the term multi-use. We have a very good example of this in the Eastern Rocky Mountain water shed.

Evolving from this are a good many ARDA projects where we have jointly approved projects that have assisted the Province in carrying out projects in some of these sectors, particularly in the field of recreation where the people want to get a little further into the rustic areas for camping, by improving these areas around lakes, etc.

One of the other interests of ARDA at the Federal level is the use of our human resources. Mention was made of our water supply and how important it was to encourage our native people to have water in their homes. Just a few weeks ago, some of us were called on to sit with some native people, some well-informed native people, who have developed a sense of good leadership in the St. Paul area. The Indian people stated that they had programs on their reserves that they felt could improve the conditions on the reserves. They asked us to sit on council with them. We have spent the last three months with the people in the Saddle Lake and Goodfish Lake areas who indicated that they would like to make use of the knowledge and technology that we now have, to improve the land resources that they have on their reserves. They don't want a hand-out, they want to do this themselves, train their own people, but they want some guidance in this regard. This was an ARDA project, more or less, in action but it

has not yet been lifted and presented. They have been given some help by some of our sociologists who talked to them about community development. At first, they didn't know what the sociologists were talking about, but pretty soon they began to understand when the sociologists got down to their level. They set up a community development committee which, during the past five years, has come up with a program indicating that they can make better use of their human resources on their reserves if they develop the land that they have. They wanted help with regard to their land. From the Soil Survey people, we got the capability maps for the Saddle Lake Reserve. The maps indicated that out of the reserve of 70,000 acres, there were 40,000 acres of good arable land of which only 6,000 acres were being used. A good portion of the remaining 30,000 acres could be put into good arable land or developed for pasture. The Council indicated that they didn't want the white people to come out there and do this for them, but they asked for help to evolve a program that would be applicable to ARDA. The committee, soil people and others, discussed with these leaders, who are democratically elected by the Band, how to move forward, how to run through an educational process, how they can do this job for themselves, using the present agencies that are now at their disposal and taking advantage of all the knowledge that can be made available to them.

Now we've talked a great deal about community development and about some of these districts. Possibly they are not doing quite as well as some of the others and yet we feel that in this process of the ARDA program, a great deal of education and extension work must be done on the local level to get these people interested enough to begin talking about themselves.

Now we have a lot of opportunity in the Province to look at some of these district that are not developing quite so well. Dr. Purnell, through his staff, is making some of these interesting surveys in some of the pilot areas of this Province, the northeast, the Peace River block and such as Division 14 in the Edson Area. They are coming in now with action programs. This is long-term planning, and the people themselves are becoming involved in the planning. I might say as well, that one of the interesting aspects to us as planners and as resource people, is the development of our water sheds and our water resources through the organization that I've been associated with, soil and water conservation through P.F.R.A. since its inception in 1935. We feel that the regional approach to this is very important. We always have projects that we've always talked about, community projects, then we have to settle on the idea that it would have to be about 90 per cent benefit to the agricultural community. But now we've broadened our vision to the point that a rural community is just as important.

Mr. Chairman, I don't wish to speak any more other than to

indicate that our inventories are important, our human resources are important and a great deal of co-operation at all levels which we are now beginning to see coming to the fore is helping to make these action programs a reality. Thank you very much.

Dr. G.R. Purnell:- Thank you very much Mr. Shields. I think this has given us some perspective, particularly from the National point of view. I will now call on Mr. C.J. McAndrews, who is Director of the Program Development Division of the Alberta Department of Agriculture, to discuss the provincial and regional point of view on the ARDA program.

Mr. C.J. McAndrews:- Mr. Chairman, ladies and gentlemen. The objective of ARDA is to increase the social and economic status of the underprivileged, the suppressed and the unfortunate segments of society and to stimulate generally, the economic development of rural areas. The basic approach is to fund cost sharing developments on a project basis. ARDA project proposals can be suggested and submitted by anyone. Individuals, organizations, public service agencies, any group of people may originate an idea or proposal leading to an ARDA project. The process for administering projects is channelled through several levels of Government.

ARDA proposals originating at the local level (the preferred point of origin) should be submitted to the Agricultural Service Board which forwards the communication to the Provincial ARDA Director, Edmonton. The Agricultural Service Board is the nucleus of the local ARDA Committee and may have representation from various segments of the community which may be considered necessary for the ARDA purpose. The purpose for process at the local level is to advise the ARDA Director and Provincial Officials that the proposal is complementary to the local or regional concepts of good economic development. Should the idea or proposal be, in the opinion of the Agricultural Service Board, a project that would be contrary to good social and economic development for the area, then it would be expected that the recommendation to the ARDA Director would be negative.

The Agricultural Service Board in acting as a local ARDA Committee is well advised to involve the advisory and co-ordinating services of such groups as the Regional Planning Commission, the District Agriculturist Service and other departments of Government that may relate to ARDA. Representation from some of the key community organizations of a region are also helpful to the local processing and consideration of proposals in the light of local and regional development.

ARDA proposals originating in rural development areas are treated in a similar fashion but pass through committees other than the Agricultural Service Board. The Regional Resource Co-ordinator works with

specifically developed committees for the ARDA purpose and he guides the proposal through them on to the Provincial ARDA Director.

Proposals arising from levels in the Civil Service, the University, or from Provincial organizations are submitted directly to the Provincial ARDA Director.

Communications with the ARDA Director on ARDA proposals should begin as early as possible. The proposal need not be developed into a comprehensive plan nor in any elaborate form of presentation. Nor does it at this stage require great amounts of supporting evidence. The ARDA Director and other agencies of Government whom he solicits as advisors, depending on the nature of the project proposal, will assist with the actual draft preparation of the proposal and with the securing of supporting evidence. They will request in most cases, that the proposing group also contribute further effort to the development of the proposal so that understanding and appreciation of needs and processes are maintained. The ARDA Director then submits the drafted proposal to the Provincial ARDA Advisory Committee which recommends to Government its acceptance or rejection.

The Provincial ARDA Advisory Committee is represented by agencies of the Alberta Government, the University and Federal ARDA. All groups that relate to ARDA are represented.

The recommendations to Government are considered by the Provincial ARDA Co-ordinating Committee which consists of four Deputy Ministers (Municipal Affairs, Lands and Forests, Industry and Development and Agriculture). The Co-ordinating Committee examines the proposal and recommendation in the light of existing and changing policies of the Alberta Government. Further recommendations, particularly with regard to the development of new policy in order to facilitate ARDA proposals, are sanctioned at this level.

All favorable recommendations are forwarded to the Minister of Agriculture who presents them to the Executive Council of Government. Many of the proposals are taken before the Provincial Treasury Board before being considered by Cabinet. Once approved by the Executive Council, projects are then transferred for processing by the Government of Canada.

The Federal ARDA organization conveys all projects originating from Provinces to the appropriate level of consideration by the Government of Canada. Once approved or rejected, the information is returned to the Province which in turn advises the originators and implementing agencies.

There is an intention of co-ordination throughout the structur-

ing of the process. Local processing considers the planning and developing needs of communities and small regions. The Provincial ARDA Advisory Committee is responsible for test proposals against the planning and developing needs of the Province and to fit them within the authority of Provincial policy. The Government of Canada considers the national significance and approves or rejects on the basis of contribution of the projects to national values.

The printed publication of the Federal-Provincial agreement on rural development contains the essential criteria to indicate whether or not initial proposals may be Provincial ARDA projects. If a proposal meets the interpretation of this agreement, then it in theory is acceptable as an ARDA project. Two factors may limit implementation of the agreement:

1. ARDA proposals must fit into Provincial policy and become part of either an on-going existing policy or part of a new policy. Proposals of an isolated nature may not be in need of actual Provincial policy and in such case the restriction is that it does not conflict in any way with policies that are in practice.
2. Funds are limited. The limit of the Federal contribution is listed in the agreement but the Provincial limits are not listed. Provincial appropriations are established each year by the Legislature and from time to time by the Executive Council. This means that the amount of monies to be spent each year is limited.

What is ARDA? It is in fact the implementation of cost sharing programs and projects which lead to social and economic advancement. ARDA could be limited to this definition as a cost sharing arrangement but has been extended to promote and implement and co-ordinate a number of phases of social and economic growth. Most phases of development can be found in on-going agencies. ARDA does not duplicate but arranges for the cost sharing of projects by these agencies.

The Alberta ARDA staff are charged with the responsibility of co-ordinating all ARDA programs and projects being carried out by the different on-going agencies and groups at both district and provincial levels. Highly specialized and sensitive techniques are being employed in the areas of slow growth, in the pockets of poverty, and with the slower growing social and economic segments of communities in the designated rural development areas.

In concluding, I might just suggest a form of co-ordination that was suggested at the Agricultural seminar in Red Deer in 1963. The F.U.A. suggested that there should be advisory committees at the Federal, Provincial

and local levels. This would be an alternative at least to some degree to the type of co-ordination that I have given reference to here, because their proposal suggested representation from groups and organizations throughout our communities and our various segments of society to act on these advisory committees. This is an alternative that we might wish to discuss, Mr. Chairman, to add to the area of co-ordination.

Dr. G.R. Pymell:- Thank you very much Mr. McAndrews. Now there certainly is an apparent possible area of co-operation and co-ordination between the ARDA group and regional planning. I would now like to call on Mr. Norm Giffen, Director of the Edmonton Regional Planning Commission.

Mr. R.N. Giffen:- Thank you Mr. Chairman. Ladies and Gentlemen. My purpose on the panel this afternoon is to outline to you the general objectives and the methods used in Regional Planning in Alberta. You have already heard the previous speakers talk in terms of the ARDA projects and I intend to indicate how regional planning fits into this picture.

First of all, The Provincial Planning Act provides for Provincial, Regional and Municipal planning agencies. At the Provincial level there is a Provincial Planning Board consisting of representatives of those departments of the Provincial Government which are concerned with urban and rural development within the Province. The work of this Board is to advise on regulations controlling land subdivision, hear planning appeals, encourage the planning and orderly development of the municipalities and to undertake such research as will serve this purpose. This Board has great potentialities as a co-ordinating body, both between the various planning regions in the Province and between the various departments of government.

On a regional basis, and recognizing the inter-municipal nature of many of the problems, the Province has encouraged the setting up of Regional Planning Commissions. All of the major settled areas of the Province are now included in such regional planning units. In general, they are centred on cities - these are: Edmonton, Calgary, Lethbridge, Medicine Hat, Red Deer, Wetaskiwin and Grande Prairie. I think I should mention Camrose which is included in the Battle River Regional Planning Commission. Taken together, they form an almost continuous network of planning regions stretching along the entire Province and involving more than 75 per cent of the population of the Province. What makes the Alberta situation unique in Canada is - firstly, the positive duty which the Legislature imposes on each of these Commissions to prepare a regional plan; and secondly, the vast area encompassed by each Commission's jurisdiction.

In order to describe the composition and functions of these

Regional Planning Commissions, I shall relate to that Commission with which I am most familiar, the Edmonton Regional Planning Commission. This Commission, like others in the Province, consists of representatives from the local municipalities and a representative from a number of provincial departments such as Highways, Agriculture and Education. The Commission is now financed by a 60 per cent contribution from the Province and 40 per cent from the member municipalities.

The Commission must carry out certain definite studies and surveys on a regional basis and prepare and adopt a Regional Plan. The adoption of the plan requires a minimum vote of two-thirds of the membership and the approval of the Provincial Planning Board. Once adopted, no member municipality may permit a land use at variance with the plan. Also, the Commission is a land subdivision authority and in addition provides technical assistance to those municipalities that do not have their own planning staff. From a beginning in 1950 as a purely advisory body, the Commissions have come to exercise much direct responsibility for regional planning.

The work of the Commissions on the various sections of a regional plan encompasses surveys, data collection, study and analysis, discussion and agreement on policy by member municipalities and the enactment and enforcement of a plan. The plan arises out of the conditions, the resources, needs and aspirations of the area and provides a framework within which each municipality can carry out its detailed planning. The aim is to realize the potential of the region in an orderly and economic manner with equal concern for city, town and rural members of the regional community.

The Edmonton Commission has laid particular stress on the value of detailed studies and surveys, and over the past years has completed studies on such matters as the Economic Base, Population Projections, Regional Water Supply, Regional Lakes Survey, Rural Community Structure and Land Use, Metropolitan Land Use, Land Use along Highways, Small-holding and Country Estate Development, Metropolitan Transportation and most recently a Rural Roads Study. Many reports on the results of these studies have been published.

The principles and policies which have guided the Commission, touch on many diverse aspects of land use. These policies are by and large neither new nor unusual. Their significance lies in the fact that they are applied on a regional basis, that they have been adapted to the area and that they have gained municipal acceptance and are being implemented. Here are some of these considerations and policies.

Land, air and water are fundamental concerns. Land is a resource not to be wasted, provision of an adequate long-term water supply

is a necessity and the prevention of air and water pollution is of fundamental importance.

In dealing with rural land use the Commission has been guided by the principle that land is a unique resource and should be conserved. In the Metropolitan area the major considerations are the control of the direction and the extent of development of the various land uses in terms of utility extensions, major road systems, areas of employment, quality of the site, as well as the orderly sequence of development and the amount of subdivision in relation to annual demand. A further consideration in preventing the waste of land and excessive urban costs is the control of the fragmentation of land ahead of urban expansion.

The Commission encourages balanced Regional and new-town development by the various means available in order to realize the full potential of the region and to widen the area of choice.

The Commission has adopted policies and plans with regard to industrial areas that provide suitable sites for the long term and varied industrial needs of the region. The Preliminary Regional Plan - Highway Zoning Section, adopted by the Commission and its member municipalities, restricts commercial development along the provincial highways to those uses essential to the travelling public and the determination of the location of these uses depends upon the principle of highway safety and efficiency.

The Commission's policy on smallholding and country estate subdivision is based upon the suitability of the land, a location beyond the area of expected urban expansion, the location in relation to schools and the anticipated annual demand.

In the Metropolitan area the Commission has adopted a common policy regarding the preservation of the North Saskatchewan River Valley for park and recreation purposes. This policy encourages the location of low density uses such as institutions and parks in the valley, as well as the public acquisition of major suitable sites for parks in the valley and along its tributaries before development reaches these areas.

These are a few of the principles and policies which embodied in various sections of the Regional Plan have guided development in the area. They have, in part, been responsible for the fact that in the past few years of rapid and extensive development there has been remarkably little scatter, sprawl or waste of land.

The existence of the Commissions has therefore permitted co-ordination of subdivision and development across municipal boundaries and

the Commissions in action have evolved effective regional land use plans and policies acceptable to the member municipalities and these have been put into effect. It has brought an awareness of the regional nature of some of the problems each area is encountering or will encounter.

Beyond the studies, the co-ordination, the plans in preparation and operation the Commissions have been valuable in providing a forum where city, town and rural members and provincial representatives have had to study and discuss regional problems and reconcile viewpoints. The measure of agreement that has been achieved on the wide range of land use and related problems in the past few years is an indication that the Regional approach can provide workable solutions to at least some of the problems the Commission areas of the Province are encountering. As time goes on and the areas develop and become more and more inter-related the soundness of a regional approach becomes more and more evident.

Since the prospects of the Province and these city centred regions are for continuing and rapid urbanization, the finding of workable answers to the still outstanding questions is a challenging problem. The objectives are the prosperity and well being of the whole area and the best use of its resources. This requires not only accurate data and an awareness of real problems and trends; it also requires a willingness on the part of the municipalities to work together to change attitudes and adjust institutions to meet new situations. The positive manner in which municipalities in Alberta have been meeting this challenge is encouraging for the future.

Dr. G.R. Purnell:- Thank you Mr. Giffen. We'll now have Mr. R.R. Cundy, Director of the Red Deer Regional Planning Commission, discuss the program of regional planning and rural development from his point of view.

Mr. R.R. Cundy:- Thank you Mr. Chairman, ladies and gentlemen. The previous speakers have outlined for you in varying degree the role or function of regional planning or rural development through ARDA.

As I see it, these functions or roles can generally be summarized as follows:-

Regional Planning function is to examine land use, population, social and economic factors, transportation and communication needs, public and social services and such other relevant information necessary to prepare a regional plan, having due regard to the industrial development especially adapted to the economic base and resources of a region.

Rural development through ARDA has three main functions:-

1. To make better use of some marginal land.
2. To provide income or development opportunities in rural areas.
3. To develop and conserve the water and soil resources of Canada.

Both concepts therefore, are designed for the people and both need the participation of the local people if orderly, economic and effective development is to take place for the betterment of all.

As it can be seen, both concepts run a parallel course with each performing a separate or independent function over and above the common function of obtaining needed research to carry out a program of action.

The Alberta Planning Commission legislation, the first of its kind in Canada, was introduced in 1950 and since then some seven Regional Planning Commissions have been formed within the Province.

While Regional Planning Commissions have many functions, their principle function, as a regional board of elected people who have similar and common problems, is extremely important, as the Commissions provide a framework for a co-ordinated approach to regional development. As you know, our Commission meetings are open to the public and any of you who would like an opportunity to sit in on a meeting and hear the discussions that take place on certain matters, would find the meetings very revealing.

Other provisions of the Planning legislation permit elected Commission representatives and their respective Councils to develop General Plans for development of urban and rural municipalities and a Regional Plan for their region. I think it is extremely important at this point, to realize that the acceptance of urban plans and rural plans on the pattern of general development that they must be accepted by the local rate payers. Zoning provisions of the Planning Act etc. provides the legislation for administering the General Plan and/or Regional Plan approved and adopted by the local ratepayers and municipal councils.

Therefore, to assist the elected councils, be it urban or rural, in this task of orderly and economic development, the Regional Planning Commission was created. Membership on the Commission represented by some Provincial Government Departments permits a further co-ordination.

The rural development program through ARDA, which is federal legislation passed in 1961 with Provincial agreements, etc. encourages the development of the rural programs of action in Canada. The financial

assistance program contained within the ARDA legislation and agreements, etc. provides funds necessary to assist in carrying out local action programs designed to meet the above three functions, which I have already mentioned.

It is therefore my opinion that Regional Planning Commissions, some of which have been in existence for some sixteen years are ideal organizations to encourage rural development, according to a regional plan (which must also be part of a Provincial and National Plan) and to encourage the involvement of the ARDA legislation and its financial assistance to carry out programs of needed action. All of which needs the elected officials participation in order to encourage the involvement of a regional plan and ensure that what is being done through ARDA, for example, will be realized without being prejudiced because of other public and private programs.

I would therefore suggest in concluding, that there are three steps that could be followed. The first step needed is the co-ordination of Regional Plan and ARDA research programs to assist in evolving a regional concept of development for each known region.

The second step is the involvement of local ratepayers, elected officials and other professional groups, including ARDA officials, working with the professional planners in developing a regional plan for a specific region.

The third step is the employment where possible, of ARDA funds, in the program of action contained in the carrying out of the Regional Plan that has been evolved and adopted by the people and the different Councils of the municipalities of the region.

The above approach will not only achieve desired aims contained in the regional plan, but will ensure co-ordination of each organization's works.

I think the important thing to realize in all of this is that the legislation does exist through The Planning Act for the assistance of the councils to enforce the regional plan.

Dr. G.R. Purnell:- Thank you Mr. Cundy. We will now entertain questions for the next few minutes.

QUESTION:- It has previously been intimated that a possible method of co-ordination at the national level might be an effective means of carrying out part of the ARDA program. Perhaps Mr. Shields could comment on the co-ordination, if any, that might be taking place at the national level.

Mr. S.F. Shields:- Mr. Chairman, it was recognized after one or two years of experience of the first ARDA agreement that it was necessary that a great deal of co-ordination takes place particularly on-coming as a result of the Resources Conference and that several of the Ministers, of course, are on the co-ordinating committee, such as the Minister of Forestry and Rural Development, to make sure that co-ordination is carried out. This is necessary so that the funds that have been allocated by the Government of Canada may be properly distributed and put to the beneficial use of each province under their particular agreements. We have the co-ordinating program on the federal-provincial level where we have set up the Director of ARDA and then we have now broken down this administration to regional levels - there is a regional office in Regina to co-ordinate all the work for the four western provinces; one for Ontario, one for Quebec and one for the Atlantic provinces and we find that this dovetails with the co-ordinating committee. We feel that through your own community development committees that you may form and have the legislation set up or the machinery for forming, as Mr. McAndrews has brought to your attention, you will have an opportunity to meet these people. I might just say that my experience has been that a good deal of attention is being paid to this matter of co-ordination.

Dr. G.R. Purnell:- Thank you Mr. Shields. Now the Chair will recognize questions from the floor or comments regarding the discussion that has taken place and the proposal that has been put forth by the last speaker, Mr. Cundy. Any questions from the floor, I imagine there are a lot of them so would you please stand and use the microphone so that the audience can hear your question and speed up the process of getting a proper answer.

QUESTION:- A recent study of the Bureau of Agriculture indicated that in the United States, 11% of its population is used to support the nation as against 17% in Canada. We are told also that there will be a 20% decrease in people living on the farms in the next 10 years. If we were to project and apply these figures to Canada, we're going to end up with about half of our farming population in the next 20-25 years. As well, I have visited Romania, where nobody lives on the land. This of course, is an extreme, yet this is a situation that exists. According to our studies, the economic farm unit occurs in an area where a wheat farm contains about 3,500 acres. Now if these economic trends continue, what effect will it have, Dr. Purnell on rural electrification, secondary and tertiary highway systems, urban development in rural areas, and what effect will it have on ARDA?

Dr. G.R. Purnell:- The trend of course is well recognized that increased farm sizes and decreasing farm numbers or structural reform is rapidly occurring in our urban oriented society. It has a very significant effect and impact on the points that you mentioned, roads, schools, electrification and other amenities. I think that this only points up the very great importance

of measuring these trends. If we can establish this pattern, determine what this pattern is, then it seems to me that it would be feasible to more adequately plan for the changes that will be taking place as you are suggesting, in the future.

Mr. C.J. McAndrews:- I might add that the most significant feature of ARDA participation in relation to this question is in programing the orderly mobility of the people that may be moving from one area of employment or enterprise to another and this is a matter of working with people, assisting them with the development of their attitudes in this program and co-ordinating them with such organizations as the Department of Manpower to assisting people in re-employment, retraining and bettering themselves as a result of the mobility that has taken place.

QUESTION:- At the recent municipal convention, I asked one of the reeves of one of the municipalities to the south, how many people will be living on the farms in 20 years and he said "not one". I asked him why and he gave me a lot of good reasons. Farmers are living in small towns and drive to their farms. At the conference in Red Deer, a chap from the Federal Department of Agriculture, said that if we thought that the time was far distant that a farmer would sit in the middle of the township, and direct his tractors by radio, you'd better re-examine your thinking, because there are two of these farms already in existence in Kansas.

Dr. G.R. Purnell:- Thank you Mr. Moar, I think this is additional food for thought. I would suggest, however, having been trained in the field of management, one of the main obstacles to any one individual controlling endless amounts of land, labor and capital from one particular position, is the limitation of management. When you find that you are averaging a cost curve is running along at a minimum level and all of a sudden it starts to rise, the rise is attributable to the fact that management starts to break down.

Mr. S.F. Shields:- This morning Dr. Ballantyne mentioned the fact that in the training of these people by using our present institutions, we are taking a look at training the farm and future farm workers so that they can be retrained to go back on the farm as good technicians. We also have this other point of view. That although the farmer may live in the town, I think that he is going to have a few good farm homes for these people and I think that rural electrification will still be used in these farm homes. More farm homes are being built on those larger farms to house that second or third farm family.

QUESTION:- Mr. Chairman, it was not so long ago that I was extremely concerned about lack of co-ordination. I must confess now, that I am

getting a little concerned with what appears to be a multiplicity of co-ordinators and co-ordinating committees. The question I pose to the panel is who is going to co-ordinate all of these co-ordinating committees?

Dr. G.R. Purnell:- I think this is one we will leave unanswered. If anyone really has the answer, I would encourage you to see our questioner in private and maybe some of the planners and co-ordinators could also be reached in private. Unless any of the panel members would like to comment.

QUESTION:- It seems to me that co-ordination seems to be a very important thing. We have in fact, these ARDA rural development areas throughout the province and we also have our regional planning commissions and the boundaries of the two overlap but they do not co-ordinate. If it is true that the co-ordination between ARDA and the regional planning commission has not been at the desired level, let me ask, where does the responsibility for a closer liaison begin? Does it begin with ARDA or does it begin with the regional planning commissions?

Dr. G.R. Purnell:- I will ask Mr. McAndrews to make a stab at this one. Mr. McAndrews commented about the make-up of the membership of the ARDA Advisory Committee at the provincial level and the public co-ordinating committee and also commented with regard to the area that is involved in rural development and perhaps as he is also Director of the program under whose supervision comes the regional co-ordinators that he mentioned in the ARDA program, I would like to ask Mr. McAndrews to comment on this.

Mr. C.J. McAndrews:- First of all there is one correction to your statement. The rural development areas as established in Alberta, don't overlap with regional planning commissions at the present time. The rural development areas are essentially in the north and the co-ordination in these areas is with the provincial planners because there are no regional planning commissions in those areas. Here we have our regional resource co-ordinators. We do plan to have a regional resource co-ordinator in CD 15 within the next year and here will be our first time that we will have rural development staff in the same area as a regional planning commission. There is, in my opinion, a real place for co-ordination at the regional level where there are regional planning commissions, perhaps on a formal basis.

Dr. G.R. Purnell:- I think that Mr. McAndrews has accepted the onus as he has suggested that his regional co-ordinator will accept this responsibility as time passes. Is this acceptable to the questioner?

QUESTION:- I notice that although you have regional planning commissions in the southern part of the province, there are no rural development boards. Just how would we go about getting an ARDA project - who would initiate

this, how would it work?

Mr. C.J. McAndrews:- To begin with, anyone can initiate an ARDA proposal. At the local level, he takes it to the Agricultural Service Board or the County Agricultural Committee. It's this committee that obtains the advice and aid of the department people or other advisory people in the community to work at the local level and this is where I feel that there is a place here to be more formally involved with the regional planning commission. Also, I would recommend contacting the ARDA Director at an early stage in the development of an ARDA project. From here, the co-ordination and processing is at the provincial level and goes through the process to the Government of Canada.

QUESTION:- Has there been any ARDA projects in the southern part of the province?

Mr. C.J. McAndrews:- Yes, we have several ARDA projects going on in Southern Alberta, pertaining to various studies that are involved there, the economics of land leveling, the actual physical drainage projects that are being carried out.

Mr. R.N. Giffen:- I feel that because regional planning commissions have had considerable experience in obtaining or trying to obtain acceptance by local municipalities as to what regional planning is all about, that it would be to the advantage of the ARDA program to be concerned about the number of agencies that are doing the co-ordinating. It seems to me that we are going to be again dealing with the local power structure. I appreciate that there has been rural planning in Alberta since at least 1947, under the Agricultural Service Board, however, I think that this particular question as to the multiplicity of co-ordinating groups requires attention. I think that there has to be a clear definition as to attitudes which are used to present these programs to the people. ARDA and regional planning are going towards the same goal. I think this is a very important point.

Dr. G.R. Purnell:- Let me make a comment or two on that Mr. Giffen. I think it is something that we just shouldn't brush over lightly. I feel that all of the people that are involved in the ARDA program will support this point of view. Our main concern in these areas is the opportunity to utilize and co-operate with the people who are experienced in programs of various kinds in the area. We must utilize their knowledge and where desirable, by mutual discussion to have these experienced people take a great portion of the leadership. I would comment on a couple of other angles, one is the reasoning behind the allocation or the delineation of the areas in Alberta which fall under rural development and I suppose it goes without saying, that you would recognize that these areas are areas where we have relatively

low income or other particular problems. This is the objective of the Federal Provincial Agreement - to provide improved income and employment opportunities for these people and it's natural for the Province to be concerned about these disadvantaged areas primarily, and particularly those in high priority position. Secondly, it should be recognized that there is a problem of co-ordination and that this was recognized right from the beginning.

QUESTION:- I am somewhat confused about the comment that was made by someone when they said that the ARDA project in Southern Alberta dealt with irrigation projects and land leveling and things of this type. What is the relationship between ARDA and P.F.R.A. - I thought that's what P.F.R.A. was doing.

Mr. S.F. Shields:- The role of P.F.R.A. was primarily in dealing with the water resources of the three Prairie Provinces and it has taken a further role through provision of engineering services and in formulating an agreement with Canada and the Province of Alberta. The development of the irrigation projects, the extension of the lateral distribution systems and the development of the lands is a provincial responsibility. So P.F.R.A. does not conflict with ARDA, one supplements the other.

Mr. T.R. Osborne:- I just want to bring to your attention that at 6:30 p.m. you will be guests at a social hour and banquet.

I think we would be remiss if we didn't express our appreciation to both panels this afternoon and I hope that you go away with some food for thought and little understanding of the problems. Thank you.

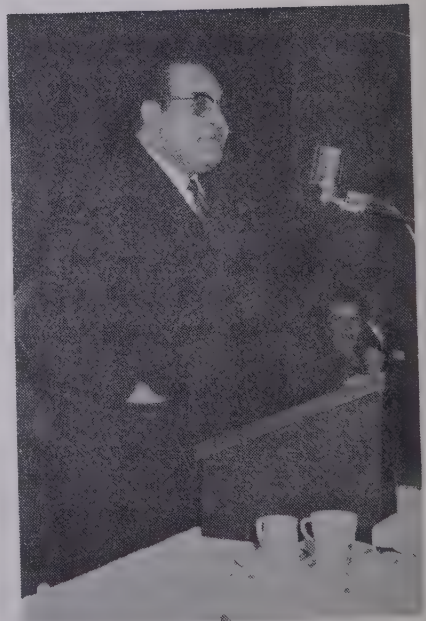
SOCIAL EVENING



Mayor Jack Leslie welcoming the delegates to the City of Calgary.



Head Table



Rev. Dr. Sheldon Edwards

ADDRESS

to the

ALBERTA PLANNING CONFERENCE

by

REV. DR. SHELDON EDWARDS
RABBI OF BETH ISRAEL SYNAGOGUE
CALGARY, ALBERTA.

PEOPLE FOR PLANNING

Mr. Chairman, Honourable Ministers, Distinguished Guests,
Ladies and Gentlemen:

It is a privilege to be included in so comprehensive, well-planned and, God willing, successful Conference. I had misgivings about being able to make any significant contribution when teamed with my friend and mentor, the Reverend Father Patrick Bernard O'Byrne. When it became obvious that he could not be here tonight, a real concern developed in my heart and mind. These words are not being said in false modesty.

Your Workshop Subjects, your Conference Theme are indicative of your constructive approach to a problem now with us and certain to grow and grow rapidly. Though the professionals foresaw the problem a long time ago, the pressures of rapid growth and fiscal problems did not permit or encourage the same kind of foresight on the part of the citizens of this Province. The desire for new construction and new industries made it easy for the advice of planners to be pushed aside. We reaped the harvest of this growth, but we are also reaping the harvest of expediency because we planted two crops.

Time and events made it possible for the professionals to get their message through. Civic authorities, interested groups and citizens in all walks have become aware of the need for a totality in planning and to face the fact that such planning must be long-range as well as short-term. As if your prayers were answered, all of a sudden the press and the populace became conscious of such things as spot zoning vs. planned area zoning; rapid transportation and traffic flows; urban renewal and the advantages of revitalized down-town centres in core cities; the trend to high-rise apartment blocks and the requirements of senior citizens.

Population increases have exceeded available accommodations mainly because of the slow down in residential construction. This has brought with it increased rentals and difficulties for the lower-middle class and low income segments of our population.

It is a fact that all of our people do not want to or cannot afford to move to suburban areas. It is a fact that all of our residents cannot afford to own their own homes or choose not to do so. It is a fact that some people want to live in town and will do so no matter what you say or what pressures, motivation of experts exert.

We must also recognize that the move to suburbia did not represent the cure-all it was supposed to. Whether motivated by good intentions or for profit, subdivisions were jerry-built. A Madison Avenue illusion was sold and built on dreams; the low down payment syndrome. The nature of these developments, their price appeal and mass production, have already shown that they will produce a new kind of slum area, horizontal rather than vertical. Here, again, the planners were either over-ruled or ignored. The transplanting of a socially-culturally and emotionally handicapped family from a tenement to a single family project will not, cannot by itself, change their way of life. No matter what the hucksters say, this is a bold faced fallacy.

Future planning must be a co-operative venture. It must be an all embracing one. The schools and the social agencies must be involved. But, the leadership must come from you and the governments and people must accept this. You have to set the standards of planning and of materials. You have to set the utilization of space and you must do so in the face of the hue and cry of the do-gooders. We must all be concerned with the here and now, but you have to teach us to be concerned with the tomorrows, we will have to face and live with.

There is a trend to satellite towns or villages or boroughs. This is fine provided they are completely planned. There is no point in moving the down-town areas of Calgary south on the Macleod Trail. Apartment complexes built around shopping centres are not answers by themselves.

The "Green Belt" concept is no longer desirable, it is vital. Open spaces in every subdivision are no longer good theory, it is a fact of life. Breathing space between homes is not a matter of land utilization or economics, it is a right you have to protect for the homeowner, despite himself, as the case may be.

Recreation areas must be included and the existing partnerships between the Community Associations and Government, must be maintained

and expanded.

Permit me to go from these generalities to specifics. As an interested Clergyman, I call for the citizenry to put the future of our urban and suburban development in your talented, trained and competent hands.

I call for public housing in several forms. First, this province has been a leader in the area of Senior Citizen Housing. It has a right to be proud of it's record and a responsibility to expand it.

This Province has made great strides in the field of housing for the handicapped. It cannot rest on its laurels.

In these projects, land must be provided for churches and for recreation as well as for the extension of transportation facilities to serve them.

I call for core-city public housing, utilizing the townhouse design for families and medium rise apartments for couples and single people. These must be built as part of a integrated planned area with green spaces, off-street parking and public transportation facilities.

The alternative to public housing in the core-city areas is a provision of land to private builders on a subsidized rate. No private builder could possibly pay for down-town land and still erect a housing facility that could be rented at a reasonable figure.

I call for low-cost garden type apartments for suburban areas with room to play and with room to live and with room to breathe. With attractive schools and convenient recreation areas with facilities for adult improvement through afternoon and evening courses, and with day care centres for children of working mothers.

I call for accommodation planning; for recreational planning; for leisure planning; for cultural planning and for a total programming geared to developing an aware society no longer disadvantaged.

I call for churches and similar groups to enter into the field of middle range co-operative housing projects on a non-profit basis. I call for governmental assistance in this. Let's be blunt and change governmental assistance to subsidies.

I call for legislation to implement planning concepts. I call for area meetings to "sell" the citizens on planning and it's benefits as well as it's necessary restrictions. It is time for public pressures based on know-

ledge rather than vested interests based on emotion or other motives to carry the ball.

Whether or not the tight money will loosen up in the near future is argumentative. With the reserves that this, God Blessed Province has, were some of that money to be released for apartment construction at a reasonable rate of 5% or 6% interest a cursory survey has shown that 4,000 apartments would be ready by the end of 1967 in Calgary alone. The Province has the money and has the means of lending it through the Treasury Branches. This money would be invested in secured first mortgages. This bold step could result in an almost immediate affect on the whole situation.

If you have become discouraged in the recent months, as you tried to present Calgary Downtown Master Plan and to implement our first Urban Renewal Programme, don't let it get you.

Critics are the world's least expensive commodity and the most expendable. You tell the people the truth and don't leave it to the distortion of well-meaning individuals who write for the press or who seek political gain.

I call for City Councils to stand up and be counted; to vote to implement the results of your years of study and work; to vote the funds, in stages if necessary, to get planning going. I call for a long term capital budget, and if the figure is staggering, so is the need.

By going to the people, by telling them all of the facts - good and bad - they will know what to expect and will come to see not only the costs but the benefits.

I call for a re-evaluation of our tax structures so that our Province and our city might find ways and means of taxation other than those that put so great a load on the homeowner. The apartment dweller must assume his share of the costs of government and the idea that he is doing so by means of the taxes paid by his landlord is immature.

Do I speak to you as an expert? Before I answer that, permit me to give you my definition of an expert - a fool far from home and my home is in Miami, Florida - No, I am not an expert. Am I giving you statistics - my definition of that is simply that there are three kinds of lies - lies, damned lies and statistics. No, I'm not giving you statistics.

I am speaking as a proud resident of Calgary and of Alberta and one who wants to be proud of Canada. My pride, is not, however, blind. I can see that much needs to be done to improve all three in order

that we may exert a significant influence for good in the world.

I speak with the hope that some of what I have said will provoke some thought and some action. I speak with the prayer that our society will respond to its needs intelligently and with foresight. I speak with the wish that your dreams will become realities and that I might be blessed to see this come about. I speak with deep admiration for your profession and with some understanding of what you have been trying to do and what you can do, if given the opportunity. I speak with the invocation of God's help in awakening our people to all of this.

It is my prayer that we will unite with you in building a better Calgary, a better Alberta and a better Canada and in the process, a better world. That we will achieve the goals of better living conditions for all and greater opportunities for those who would work for them. That we may all grow from strength to strength in the Glory of God and the usefulness of mankind.

The Theme of this Conference is Planning for People. I submit to you in conclusion, that it should be the other way around. It takes stamina and dedication to work your hearts out planning for people and government that are either not interested or not ready. I beg of you, do not give up. Without you and your profession, our cities would look like hodgepodes and we would be forever trying to pay the bills that would arise from growth patterns, for which no one was prepared.

Will you be thanked for all you've done - No. Will they erect monuments to you - No. But, you can see what you have accomplished and you know what you can yet accomplish. From all of this, you will derive a sense of satisfaction and a sense of accomplishment and a sense of usefulness. You will know in your hearts that this world is a better place because you did live here and you did devote yourselves to your chosen fields.

Be not discouraged, but rather be of good cheer. Lead us and we will follow. Let the cynic cry alone in the wilderness. And, may the time not be distant when lasting peace and worthwhile living will be our blessings and those of the world.

Mr. L. Kirby, the Morning Chairman, called the meeting to order and introduced the panel chairman, Mr. A.R. Smith.

PANEL SESSION:- "RURAL ALBERTA - WHAT AND WHERE?"

Chairman:- Mr. A.R. Smith, Director
Calgary Regional Planning Commission.

Members:- Mr. D.H. McCallum, Chairman, Agricultural Products
Marketing Council, Department of Agriculture.
Dr. E. Hanson, Associate Dean, Faculty of Graduate
Studies, University of Alberta.
Mr. W.G. Schmidt, Executive Director,
Alberta School Trustees Association.
Mr. C.H. Weir, Professional Engineer.
Mr. R.C. Warnock, Secretary-Treasurer,
Town of Castor.

Mr. A.R. Smith:- The theme of our panel topic - Rural Alberta - What and Where? - covers such a vast field of human affairs, that even mere contemplation almost leaves me speechless. And speechless I had better be if your six panel members are to have an opportunity of expressing themselves in the 75 minutes allotted to us.

In my brief introduction I shall take some figures, just a few of them, and put them to you provocatively as a background, and then let our individual panelists wield their paint brushes, leaving you to study the changing picture.

In planning, we are concerned with people, therefore, let us look at population first. In 1951, half of Albertans lived in cities, towns and villages - the other half lived in the countryside. Today, in 1966, 70 per cent live in urban places while 30 per cent live in the country. Tomorrow, in 1981, a Provincial Planning Department report says 80 per cent will be in towns and 20 per cent in the country.

Some among you will say, "Truly, the rural population is going down." Everywhere we have heard this theme. Yet in Alberta, it seems that the rural population is going down only relatively. In pure numbers there is really little change.

Let us look at some more figures. In 1951, we had 455,000 rural residents. Today, 425,000 - for a loss of about 7 per cent in 15 years or about .5 per cent per year. Tomorrow in 1981, a projected total loss

of 11 per cent in the 30 years since 1951, or about .4 per cent per year.

But, I ask you, has there been a real loss in total rural population? Before answering, I want to make the submission that the countless villages and many of the small towns are part and parcel of the rural population and should, from a sociological and economic point of view, be calculated as such.

On this premise, what is the picture? In the past 15 years the rural villages have increased by 21,000 and the towns by 88,000 for a total score of 109,000 increase, to a rural farm loss of 30,000. We see that the rural population has, in fact, increased.

Seven towns have decreased, 88 have increased; 34 villages have decreased, 111 have increased; 50 counties and municipal districts have decreased, 50 have increased.

Now, to complete this bit of background. In our planning area the population of a designated trading area including 13 towns, villages, hamlets and rural areas, was examined. This area is centred on Three Hills and Trochu in the Municipal District of Kneehill.

Since 1941, over a period of 25 years, rural population has decreased 793, but during the same period, the towns and villages increased 879 for a net gain of 86 people. You can see that our theme holds true with this area as an example, the total population is fairly stable.

Second, what of our roads? In Alberta we have 6,600 miles of Provincial Highway - 219 Albertans per mile. We have about 3,300 miles of urban streets - 340 urban Albertans per mile. We have 64,000 miles of developed rural roads - 6.6 farming Albertans per mile.

In one of our rural municipalities, 62 per cent of every municipal dollar spent by council, leaving out school expenditures and the like, is spent on road maintenance, construction, equipment and public works buildings; \$82 per head in the municipality. Were this spent in the City of Calgary, its annual road budget alone would be 29 million dollars. In fact it was about 10 million, or \$41 per head. Remember that in the City's case, we are talking paving, curb and gutter, and divided highways, as opposed to gravel.

Third, Schools. I do not intend to go on at length on the school situation, but a round figure for education and transportation costs per pupil is close to \$500 - of which around \$180 per pupil is transportation.

It seems that a great deal of money is being spent per head, or per farm family, to maintain transportation, and remember that these figures do not include private vehicle operating costs arising out of the innumerable 'trips to town'.

Fourth - Country Residential Development. This type of development is a symptom of the penetration of urban influence into the rural area which does not contribute to my theme at all, so with your permission I will abandon it.

Summary

So we see that if rural areas, rural villages and rural towns are considered, our rural population is not varying much in absolute numbers, but it is varying in place of residence, composition of the population, and to some degree, in occupational employment.

If we look at the municipal cost of having good, all-weather roads, it is twice as high per head in one of our rural municipalities as in one of our large cities, and provides a gravel but not a paving standard.

If we look at the cost of schools, about 35 per cent extra per pupil is needed to get our youngsters to school.

Proposition

Let us encourage, and hasten the trend for the farming population to live in the rural urban centres where children are educated, shopping and community services are located, and where social recreation is increasingly concentrated. All the while we should remember that the majority of our rural children will spend the rest of their lives in urban areas.

Who can do this?

- (a) the cereal farmer without livestock;
- (b) the dairy farmer by increasing specialization and concentrating his energy, skill and capital in dairy factories on small acreages near urban centres, leaving the production of hay, forage and other feed crops to specialists in that field. These specialists, too, may live in town. Remember, labour concentrates in the towns.
- (c) The specialty farmer in poultry, fur-bearing animals and like industries, all of whom may locate their industries

close to the towns in which they live.

Who cannot?

The most difficulty would be associated with livestock handling particularly ranching. However, I daren't put the question to the floor today, but in 20 years time I am confident that, perhaps apart from ranchers and stock farmers and such like, there would be much more accord with this proposition than is likely, today.

What might be the advantages?

My time has run out, but I leave this question to you, as a background to the remarks of our following panelists.

Now our first panelist is Mr. D.H. McCallum, Chairman of the Agricultural Products Marketing Council, Department of Agriculture.

Mr. D.H. McCallum:- The title of this panel and those taking part would suggest that I limit my remarks to the role of Agriculture in rural Alberta. Briefly, I shall attempt to indicate what progress agriculture has made, where it is today and what we might look for in the future.

Having spent more than 60 years in the Provinces of Saskatchewan and Alberta and almost 44 of those years with Departments of Agriculture, I feel fairly well qualified to take part in this discussion.

During this period I have witnessed a great deal of change from the early homestead days when the prairie sod was broken with oxen to the highly specialized and mechanized farms of today. There has been a tremendous change in the problems faced by farm people. While all of these problems have not been solved, the ones giving us greatest concern today are far different from those of 60 years ago. The farm population of Alberta increased rapidly from the time the province was formed until the early 1930's and since then it has decreased. The census figures for Alberta show the farm population decreased from 375,000 in 1931 to 287,000 in 1961, a decline of 23 per cent in that 30 year period. This change in farm population has created a real problem in providing schools, churches, roads, telephones, stores and all other services used by rural farm people. As a teen aged boy, I recall the small country school located on our section which became the center of most social activities. About 25 years ago, the school was closed and the few remaining children of the district were taken by bus to a consolidated school in the town.

What happened to bring about such a dramatic change? As I

see it there were several factors that contributed - the change over to tractor power and combine harvesting liberated the need for many farm workers; poor crops combined with poor prices during the 30's resulted in such a low income that many farm families located on marginal or submarginal land could not sustain themselves consequently they drifted to towns and cities to seek employment in other fields.

The average size of farm in Alberta in 1931 was 400 acres; in 1961 it had increased to 745 acres or 61 per cent and I am certain that when the 1966 figures are released they will show a further increase in acres per farm. This increase in size has been accompanied by a decrease in the number of farms from almost 87,000 in 1931 to 73,000 in 1961. We also find that a change has taken place in the ownership of farms. In 1931 - 72.6 per cent of the farms were operated by the owner whereas 30 years later, only 59.1 per cent of the farms were owner operated.

Farms have become more specialized, at one time practically all farms kept chickens, milk cows and pigs. This is certainly not true today as we find a large number of farm families purchasing their requirement of these particular products. During this same period we have witnessed a considerable shift in the age pattern for farm operators; in 1931 - 26.1 per cent were under 35 years of age, in 1961 only 19.4 per cent were in that category. Those over 60 years of age amounted to 12.8 per cent in 1931, but had increased to 18 per cent in 1961.

This might indicate that farming is not attracting or able to hold our young people. Possibly living conditions and conveniences in our farm homes as well as low income have been a factor. It is interesting to note, again from the census data, that in 1961 - 67.7 per cent of occupied farm dwellings in Alberta depended upon outside toilet facilities. At the same time Alberta was in a more favourable position than either Saskatchewan or Manitoba. 62.6 per cent of the farm homes were without running water and 61.7 per cent of the farm homes depended upon coal or wood for fuel. These conditions are very often overlooked by our urban population when they express views on farming.

The net income per farm in Alberta during 1961, the census year, was \$3,278.00 and this takes into consideration the income in kind, such as eggs, meat, milk, vegetables, etc. used on the farm. Certainly this income is low when compared with the average of many other industries.

In recent months we have heard a lot about high food prices and an attempt by consumer groups to strike against these costs. Let us take a look at what has happened to price indexes that farmers pay for service and goods they buy and also what they receive for their products and at the

same time the index for consumer prices.

From 1950 to 1964, the index of prices paid by farmers for services and goods rose by 98.2 points or an average increase of 7.01 points per year. During the same period the prices they received for products rose by only .35 points per year and the index for consumer prices rose by 2.3 points per year. How has the farmer been able to operate with an average price increase of only .35 points per year in face of an increase of 7.01 points in the index for the things he buys. This has been done mainly through greater efficiency, specialization, mechanization and larger operations. At present he is caught in a cost price squeeze. Some authorities predict that unless there is a general increase in the price of farm commodities, we will soon face a shortage of some vital foods. Butter is at present in short supply and many markets in Western Canada are faced with the possibility of not sufficient fluid milk in the near future. It is almost impossible to further decrease the cost of wheat production, and with rising costs of machinery, taxes, labour, etc. an increase in wheat prices would appear likely.

Present day farmers having solved many of the problems surrounding production are turning their attention to marketing. They feel and I think society in general agrees that they should be given the right of collective bargaining when establishing a price for their work and investment. Most provinces now provide legislation whereby certain agricultural products which are subject to violent price fluctuations can be marketed through an agency known as a Marketing Board or Marketing Commission. If approved by a majority of the eligible producers, then a Board, which can control the marketings and establish the price either through negotiation or in consultation with Industry Advisory Committees, can be established. Commissions which not only promote and advertise a product but also sell through a single selling agency are also being established. This type of legislation does provide a measure of protection to growers of those products where production may vary greatly from year to year such as eggs, chickens, potatoes, etc. It is not possible to prevent imports from coming into a province on those products that may be regulated, consequently the consumer is assured that prices in Alberta cannot exceed prices in other areas plus the cost of transportation to Alberta.

While these marketing agencies eliminate some freedom of choice to producers it appears that the majority by voting in favour of establishing such an agency are saying "I am prepared to elect those most competent in marketing, who in turn can hire an expert while I devote my energies to production". It is likely that in the future we will see a further expansion of such marketing agencies and possibly new concepts entirely in this field. What about the future of agriculture? Will the present trend

towards specialization and large holdings continue and who will operate the farms of tomorrow?

Alberta is a large province with considerable variation in climate soil, rainfall and proximity to markets. Because of these differences we will find certain areas where grain growing will continue to be the major crop with larger holdings, bigger equipment and eventually electronic controls on tractors which will guide their operations in the field. These farms will require more capital than the average grain farm of today and less labour. The operator will need specialized training not only in production methods but also in business administration. It is likely that fewer farms will be owner operated. Beef and dairy operations will tend to become more regional than we find today. Irrigated pastures will play a greater role in the production of these products. With greater mechanization and extension of this mechanization to additional farms, size of operations will tend to increase. There will continue to be a large percentage of dairy farms operated as family units with the possibility of 2 families handling units of 100 milk cows. This would allow time off at weekends and for holidays. Without special training and more attractive working and living conditions, hired help is not likely to solve the dairymen's labour problems.

The production of poultry products particularly eggs and broilers will be confined to a relatively few farms which are close to the larger markets. These production units will be large and manned by well trained and experienced personnel. Alberta has several million acres of arable land yet to be brought under cultivation. This land is in the grey wooded soil zone. It will require considerable capital to clear and break which calls for significant changes and new developments in agricultural borrowing and lending practices. The growing of grasses and legumes will continue to play a vital part in the profitable use of these soils. To fully utilize such crops will require an expansion of the cattle industry. Both dairy and beef production should expand in these areas to fill the needs now developing as a result of industrialization in both Alberta and British Columbia.

Government services provided for agriculture have become much more diversified in recent years. The addition of new divisions and sections to the Department of Agriculture include agricultural engineering, economics and farm management, marketing, farm finance, ARDA and Land Utilization. This extension of services will continue and governments will be called upon to provide new services not yet fully realized.

The farmer of tomorrow must be prepared to live in a society entirely different from that of today. Perhaps, Tennyson had farmers in mind when he wrote this line -- "the older order changeth, yielding place to new".

Mr. A.R. Smith:- Thank you Mr. McCallum. Our next panelist is Dr. E.H. Hanson, Associate Dean, Faculty of Graduate Studies, University of Alberta, who is an economist.

Dr. E.H. Hanson:- Mr. Chairman, ladies and gentlemen. We know only two things about the future. First, we realize that it cannot be known, and secondly, we know that it will be different from the present. But we need not despair, for we can make projections into the future. A long-term view or vision is the best guide in any confused situation. Informed projections are better than no guide at all, and intelligent planning is a continuous exercise of revising past plans. Projections into the future provide knowledge about the kind of road that is ahead, but not the exact route. As the late Dag Hammarskjöld has said: "Do not try to find out where each step leads you; only he who sees far finds the way."

Prediction of the future is an impossible task, but projections enable us to have a look if we do not try to see too far. First, much of the future has already happened. We know the size and age composition of the present population. We know that we are in the industrial era of mankind, and that scientific and technological advances are accelerating. We know that the agricultural era of mankind is ending, and that in the developed countries it has ended, with agriculture becoming a very productive business; it is no longer a way of life that is open to us. We know that fewer and fewer farmers are producing more and more, and that with the application of science, technology and business administration, agriculture is being made even more productive. We know something about the potentialities of the computer. We know that transistors are revolutionizing many machines and products. We know about many more scientific, technological, economic, and social factors and trends in the world.

Secondly, having identified the factors which we know about, we can begin to think about shaping the future by planning, we hope, with the right policies. This is the subtle part of the process, and whatever projections are made, decision-makers in both governments and businesses are influenced. In the case of a region, the people can make much of their own future if they will put their minds to it.

Let us be quite clear about one thing as far as Alberta is concerned. There is no one individual or group or organization in Washington, New York, London, Ottawa, Toronto, Montreal or in any other major decision-making centre which is consciously planning the future of Alberta. Some are considering investing here, but they have little direct interest in what happens to the people of the region (except those in Ottawa). It is up to the people of Alberta to make use of the external decisions and factors which affect them, and to take stock of their own condition, in order

to maximize their own welfare.

What is a realistic planning period? For the world as a whole, I have my own international and cosmic view for a long time ahead, but it would take too long to elaborate it. Suffice it to say that it gives me a philosophy to live by, an understanding of what is going on in the world, and the capacity to interpret what the newspapers say.

When it comes to projections for a region, the period has to be relatively short, and the smaller the region, the shorter the period. The reasons for this are clear. Many external factors affect a region, and the pace of change is great. The discovery of new minerals, improvements in oil exploration and production techniques, changes in demands for products, and scientific progress generally make the distant future uncertain. For a region like Alberta it is impossible to identify the new factors and trends which will be present during the last quarter of the twentieth century.

In my view, the realistic planning or policy or projection period for a region such as Alberta is about five years, with a look at ten years hence. This kind of intermediate period forces you to identify the factors known to be operative in the economic and social system at present. But once you have a plan for a five-to-ten-year period, it is sheer folly to stick to it throughout the period. The plan should be revised periodically in the light of new factors and new knowledge.

What about the future of rural Alberta? I am in the process of revising population projections in the light of 1966 census data, and it appears that population growth has slowed down considerably across Canada. During the decade 1951 - 61 the Canadian population increased at the average rate of 2.7 per cent; for 1961 - 66 this has decelerated to 1.8 per cent per year. In Alberta the average annual rate for 1951 - 61 was 3.6 per cent; this has declined to 1.9 per cent. In the United States the corresponding rates are 1.8 per cent (1950 - 60), and 1.5 per cent (1960 - 65). Birth rates have declined markedly across the whole continent.

The population of Alberta is approaching the 1-1/2 million mark, of whom half now live in the two metropolitan centres of Calgary and Edmonton. Between 1961 and 1966 the population of the Edmonton metropolitan area grew at an average rate of 3.4 per cent per year, and that of Calgary by 3.3 per cent per year. Both centres continue to lead the major metropolitan areas in Canada in terms of population rate of increase. In fact, they are among the leaders on the whole continent. By 1971 it looks as if they will have 53 per cent of the population in Alberta, and 56 per cent by 1976 (about 1 million).

The other cities and towns with more than 2,500 people in Alberta have grown almost as rapidly (3.2 per cent per year 1961 - 66). Putting all centers over 2,500 people together, they accounted for one-third of the population in Alberta in 1941, 60 per cent in 1961, and 64 per cent in 1966. The indications are that this urban group will make up well over 70 per cent of the population by 1976 (about 1.3 million).

This leaves what may be termed "rural" Alberta, namely, the centres under 2,500 people, the municipal districts, the counties, and the improvement districts. This accounted for about 540,000 people in 1951, or about two-thirds of the population. In 1961 the number was almost the same (about 537,000), but the proportion was down to 40 per cent of the total population of Alberta. In 1966 the number is down to about 525,000 and to 36 per cent of the total Alberta population. By 1976 it looks as if there will be about 500,000 people in the entirely rural areas and in centres with fewer than 2,500 people. This group will then make up about 28 per cent of the population.

Accompanying this change there will be a continuation of the marked trend toward larger farms and fewer farm workers, with income per farm going up. Offsetting the downward trend in the number of the farm population, there will continue to be an upward trend in non-farm people living in these areas. A number of these people are commuters to jobs in larger centres. Along with this there continues to be a trend to live in large centres, while exploiting agricultural, petroleum and timber resources in remote places.

The number of self-employed persons will continue to decline (it is about one-quarter at present in Alberta), and the number of wage and salary earners will continue to rise, exceeding four-fifths of the labor force by the 1970's. In rural Alberta young and active workers will experience substantial increases in income; with farm units operated along strict business principles they will be able to hire high-grade labor, paying wages and salaries comparable to those in the cities. Thus it looks as if rural Alberta will be a region with a static or declining population, but with considerable economic development and with many persons receiving relatively high incomes.

The main adjustments are social ones. Older workers and farmers will find it difficult to change to the new; Indians and Metis will also find the situation difficult. These groups will all need help from every level of government, and many devices will be required to assist them. Many small towns and villages will have to have public and social services for the portion of the population. This is a matter of concern for planners.

The whole problem is not only economic; it is also social. If we solved all of our problems on the basis of economic principle alone it would be a harsh and ruthless world, in which the strong individuals would have their way completely. Fortunately, our society is a political one; the individuals who are not so strong or adaptable also have a voice. Both social and economic factors are given consideration in the political process, and no one realizes this more than the city, town and regional planners. In rural Alberta they have a great challenge, but the means for coping with the problems will be available.

Rural Alberta has to be looked at as an integral part of the whole Alberta economy and society; it cannot be dealt with as a separate entity. In itself it will have a sizeable proportion of efficient and enterprising workers, living in the rural or urban part of the province. Incomes will rise in both rural and urban Alberta and provide funds for programs designed to secure social and economic adjustments. The process of facilitating these adjustments requires a great deal of planning, and it will involve much intergovernmental co-operation and co-ordination.

Mr. A.R. Smith:- Thank you very much Dr. Hanson. Now our next speaker is Mr. W.G. Schmidt, who was formerly the Superintendent of Schools for Spirit River. Since September 1st, he has been the Executive Director of the Alberta School Trustees Association.

Mr. W.G. Schmidt:- Thank you Mr. Chairman. We might look at education in rural Alberta from two points of view. The first is the education of rural young people in agriculture. The other aspect is the general education of rural young people. This latter is particularly significant since most of the young people in Alberta today will probably not find their life's work in agriculture. Most of them will be outside of the rural community once they engage in their particular life's work.

Education in Rural Alberta Today

Cost

The cost of education in rural Alberta is high. The ability to pay for education in rural Alberta is lower than that in the cities. Although the percentages are only approximate, the Department of Education figures would suggest that rural jurisdictions pay somewhere between 30 and 40 per cent of the total educational costs in their particular jurisdiction from equalized assessment. Urban centers, particularly cities, pay something in the area of 50 to 60 per cent.

The above rates pose certain problems in themselves. The

situation, however, becomes even less favorable when we look at secondary or high school education. The cost per pupil at the senior high school level exceeds the cost per pupil at the elementary level in either jurisdiction, urban or rural, but in the rural communities the cost of educating a senior high school student is very high. It varies anywhere from about \$600 to about \$1,000.

The cost of education is not likely to decrease. Even if there is no expansion of the present educational program, the cost of education will continue to rise.

Educational Program

The educational program in rural Alberta, first, is much more limited than in the urban centres; and secondly, it is of inferior quality in some respects to that available in urban centres. I wish I had time, Mr. Chairman, to go into the research studies that the Alberta School Trustees' Association sponsored but I don't have time for that. I will, However, refer you to the Downey Report -- The Small High School in Alberta. This particular report is well done and points out some of the shortcomings of the program offerings and the quality of education in rural Alberta at the secondary level. Now I should point out that we should not think only of senior high school education in rural Alberta as being inferior to that in urban centres. I think we should also look at the elementary education at the same time. It is possible that certain changes would be desirable here also. However, as in all generalizations there are exceptions. So too, we must point out that there are some rural schools that are at least on a par with the best urban schools or some perhaps even better.

There are many advantages to living in rural Alberta and, consequently, to have an education in rural Alberta. You all know "Peanuts" -- the comic strip. This particular strip ran a series on "what happiness is" and among other things, happiness is a rag blanket that you can chew on; happiness is a bright sunshiny day; happiness is a pile of autumn leaves that you can kick around. Well, freedom to do as one pleases is, I think, happiness. And it seems to be everyone's ambition. Apparently, these kinds of ambitions are more easily attained in rural Alberta. Maybe that's true, I don't know. But I would like to ask you this question -- what good is all this freedom if you can't compete economically? Will you be happy if your children are not well fed or dressed? Will you be satisfied with a minimum standard of living; will your children? Is not the hope of every individual for a better life sometime, somewhere, that moves him and motivates him to keep on striving today?

The Future of Rural Alberta

The Nature of Its Society

We have already been told what will happen to the large tracts of land -- that farmers will be absentee owners and that farms will be large corporate endeavors.

What Sorts of Changes Will Need to be Made in Rural Education?

School jurisdiction boundaries. These will likely have to be changed. In most instances it will probably be necessary to expand existing school boundaries. It is too early to tell whether the instances such as the regional high school agreement in St. Paul and the two surrounding districts will become a trend. Certainly legislation at this point exists to make it possible in other areas of the province. If they do, then boundaries will probably not have to be changed. But then we have the question -- what is the significance of the boundaries, in cases like these, in the first place? I would like to suggest that probably this kind of an agreement will not take place in very many areas. Jurisdiction boundaries will have to be changed instead. Now this change is likely to be somewhat unpopular with some people because this will mean that they will lose a seat in local government -- and this is never popular. However, others will welcome this sort of change because it will give them more power; that is, responsibility for a large unit, able to make decisions which are more far-reaching, and so on.

Now why will changes to larger administrative units probably have to happen? If you read the Boundaries Commission of 1955, you will find that the jurisdictional boundaries were set on the basis of sound principles. The reasons advanced at that time will probably be the same reasons that could be used and advanced at this time -- economic centres, administrative efficiency, etc. The difference is that the economic and social picture of the province has changed to a point where what was then appropriate is no longer adequate.

Cost

New sources of revenue will need to be found to finance education. It is not my prerogative to suggest what these might be. Nevertheless, one thing does seem certain, the taxing of real property for school purposes has gone about as far as it should go. In any event, whatever decisions are made, education will have to be accorded top priority in government spending if this province is to continue to forge ahead to say nothing of maintaining its present position.

By way of interjection, I would like to point out that just because Alberta is paying more for education per person than any other province in Canada and some states of the United States, is no proof that it is spending enough. Perhaps, in order to adequately develop our natural resources, and our human resources, much more is required. Who is to say? If the economists know anything, and their research means anything at all, then we can draw only one conclusion: that if we would have a buoyant economy; a fully employed labor force; a high standard of living; then we must have a high standard of education. I would like to quote from Dr. John J. Eutsch, the Chairman of the Economic Council of Canada:

"After taking all these things into account, (the ability to achieve high levels of savings and investments; reduce barriers to trade, growth of large markets, increased sales of production and greater specialization; availability of adequate natural resources; the influence of favorable attitudes toward work and innovation; the use of fiscal and monetary policies in support of growth and expansion) it is clear that the fundamental role has been played by great advances in knowledge and technology useful in productive activity and in the achievement of rising levels of basic education and skills."

Educational Program

The present educational program in our schools in rural Alberta will need to be varied. It must make provision for persons who are going to pursue education other than university. Yet that is all we provide at the secondary level in most rural centres at this time. The educational program must also be expanded. Provision must be made for expansion of programs at the end of the traditional spectrum. People will have to be educated earlier and later in life in both urban and rural Alberta.

Staff Utilization

School Boards, I suggest, are not using their professional staff efficiently. The motto of our Association is "Efficiency, Equality, and Economy." Many hours of the teacher's time are wasted in performing non-professional tasks. If we would expand the program, that is, teach people for more years of their life and give them education which goes into areas other than academic and university, without encouraging exorbitant costs, we will all have to take a very close look at how the professional staff is employed in our schools.

I would like to make two suggestions, Mr. Chairman. First, we need to get more professional people to teach in our schools, that is,

teachers with degrees. Second, we need to differentiate clearly between professional, semi-professional, and non-professional tasks. May I suggest that we need four classes of people in our schools -- professionals, paraprofessionals, clerical assistants, and teacher interns.

Professionals -- these are teachers who have at least a degree in the field of education. They will probably specialize in various subjects and/or other areas of the educational program.

Paraprofessionals -- these are persons who have one or two years of training in the field of education. Their job is not to take charge in making the educational program operative. Their job is to take direction from the professional teacher. They may help with and also do some of the follow-up work after a lesson has been presented. They may deal with special, little menial problems. For example, in grade one the paraprofessional might well take the job of mothering a little child, helping him find his eraser, put on his overshoes and help him find his coat and other things of this type. He could also do things like marking workbooks, examinations, and other assignments that the teacher has given him.

Clerical Assistants -- these are the persons who do the typing, collating, transcribing, duplicating and things of this nature.

Teacher Interns -- a group of persons aspiring to become teachers. They have had considerable training. Now they interact with students and professionals to become more aware of what the business of teaching is all about.

School Organization and Administration

To do the above has implications for school organization and administration. May I give you one brief illustration of what might happen in a situation of this type if the idea were adopted in our schools. A professional may present a well-thought out, carefully presented lesson to many more than twenty-five students. He could present this lesson to a hundred; perhaps several hundred students. Naturally, he needs help. But, just think for a minute. Today we pay \$10,000 to \$12,000 for a degree teacher who has maximum experience. The provincial average is twenty-five students per teacher, and if we have a hundred students this means:

Now:

4 teachers x \$10,000	<u>\$40,000</u>	\$40,000
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Proposed Organization:

1 Professional Teacher x \$10,000	\$10,000	
2 Paraprofessionals x \$6,000	12,000	
1 Clerical Assistant x \$4,000	<u>4,000</u>	<u>26,000</u>
Difference		<u>\$14,000</u>

(The intern's salary has not been figured here because it is part of his training.)

The above is too simple. I know that, too. Neither is it entirely realistic in terms of what exists today because our school buildings are not designed for this kind of staff utilization. It's just as Churchill once said, "We build our buildings and forever after they shape us." We will have to change the structure of our buildings; we will have to train our teachers differently, and we will have to get rid of the concept of "little boxes and they all come out the same." All our youngsters don't have to come out just the same. You people assembled here are individuals, and our youngsters are individuals; they must be treated that way in our educational system.

I would like to make one further suggestion and that is the use of technology. Let us take a quick look at centralization. Ladies and gentlemen, centralization is not the answer to all our problems in rural Alberta. It is in some areas but not without exception. School jurisdiction boundary changes will not solve all our problems either; though they may change some. Each individual case has to be analyzed and dealt with on its own merits. May I suggest some questions. Why do students have to go to school five days a week? It is possible that students could be transported to a large centre, one day a week or two days a week. The rest of the time they could perhaps be taught through telephone conference, single concept films, T.V. presentations, and other techniques of this kind. I would like to suggest that it is possible with new technological advances to schedule and monitor this kind of teaching without too much difficulty. In the Miller High School in Regina, I'm told, a student may sit down and dial access to such things as single concept films, brochures on a particular subject, T.V. programs, and other resource material. He may then study the material in his own time. There seems to be no valid reason why they must be limited to the City. These technologies are available. They can be used in rural Alberta as well. With the aid of new technology it may be possible to provide individual schools with educational programs unavailable to date.

Mr. A.R. Smith:- Thank you Mr. Schmidt, the briefness of Mr. Schmidt was so great that it is a pity that we don't have time to spend with more of

his ideas. Our next speaker is Mr. C.H. Weir, who is a professional engineer. Mr. Weir is a graduate of the University of Alberta, he is very well known through his wide experience, especially in the rural road field in recent months.

Mr. C.H. Weir:- I will confine my remarks to a summary of recent rural road studies and you can then assess how this fits in with the theme.

During the past year the rural municipalities and counties along with the Department of Highways have been conducting Rural Road Studies. The purpose of these studies was to take an inventory of the rural roads and gather information which would aid in determining future road requirements. Particular attention was paid to the design of a Secondary Road System. This Secondary Road System would then be part of the complete provincial road network, consisting of three general classes of road -- primary, secondary, and local.

These may be defined as follows:

Primary:- Highways in this system are of province-wide or inter-provincial importance. These are presently the numbered highways in the Province of Alberta.

Secondary:- Roads in the proposed Secondary System are of regional or inter-regional importance. They provide a certain level of "inter-centre" service in that they connect rural areas and smaller centres to larger centres and to the Primary System. The Secondary Road System is a network of roads subordinate to and complimentary to the main Provincial Highway System. They are also collector roads providing for traffic movement between the local traffic generators and the main highway system. The Secondary System has generally been the administrative responsibility of the local municipal government, or in the absence of local governments, of the Provincial Government.

Local:- Roads in the Local Rural Road System are of local importance. They primarily provide access to adjoining land and carry little or no through traffic. They are used for "trip ends". Local roads are the responsibility of the local municipal government.

Part of the study was a short investigation made to define the more significant characteristics of rural traffic. We found the average farmer makes 1.1 trips per day and the average farmer has 1.6 outside vehicles come to his farm every day. Thus every farm unit creates about 4 passes of a vehicle over a rural road every day. This varies somewhat with the size of farm and the distance of the farm unit from the service centre. The returns

showed that the trips from the farm are made to 4 to 6 different destinations. The returns also showed that on the main rural roads, over a third of the traffic had no connection with the farm unit and this portion increasing considerably near the larger cities.

Generally in the areas which were under our studies, the rural residents are well served with local access roads. There were improvements required but for the most part, local access was satisfactory. Similarly, the areas were quite well served with Primary Highways except for a few extensions and road improvements. Lacking in all the areas was a well defined basic network of regional and major rural collector roads, that is a Secondary Road System.

Six reasons were outlined as to why a Secondary Road system was needed.

1. Present secondary system is of varying standards, not paved, of indefinite location and has not been legislated for by either the municipal or provincial governments.
2. Total rural traffic will increase although farm-created traffic appears stable. On some roads present day traffic loads are already too great for the standards to which they are built.
3. In some locations traffic which is filtering through the area on local access roads, should be channelled to a net-work of higher class roads for both economical and safety reasons. Reducing traffic on these local roads will allow them to heal up resulting in a saving in maintenance costs.
4. A secondary road system would allow road construction standards to be more closely related to traffic load. Local Rural Road Standards can be developed for the balance of the road system which would result in lower construction costs for these roads.
5. There is an increasing demand from the travelling public for better rural roads. This public demand can be more economically satisfied by concentration on a paved secondary system rather than spreading the funds throughout the total rural road system.
6. A paved secondary system will also have savings inherent in all paved roads such as reduced costs in vehicle operation, reduced overall road maintenance costs and perhaps one of the most important elements is the increased traffic safety factor.

The proposed secondary road system in our areas put 91% of the

rural residents within 4 miles and 99% within 6 miles of a future paved road.

The cost of the secondary system varied between three and one-half to eight million dollars per municipality or county and the average over 17 counties and municipalities was \$5 million each.

To construct the proposed Secondary Road System, the municipalities and counties will require additional money. The funds for present-day road expenditures come from two sources: (1) Provincial Road Grants and (2) taxes collected by the municipalities. Assuming no other source of money will become available, the additional money for the construction of the Secondary Road System must come either from increased Provincial Road Grants, increased municipal taxes or a combination of both.

The average increases for the 12 counties and municipalities where the studies have been completed are as follows:

Increase in road grants with no change in taxation

- 10 year construction program - 3.5 times present road grant;
- 15 year construction program - 2.4 times present road grant;
- 20 year construction program - 1.9 times present road grant;

Increase in taxation with present amount of road grants

- 10 year construction program - present mill rate + 43 mills;
- 15 year construction program - present mill rate + 25 mills;
- 20 year construction program - present mill rate + 15 mills.

These are outside figures, the final figures will depend upon the politicians. God help them.

Mr. A.R. Smith:- Thank you Mr. Weir. Our next speaker is Mr. R.C. Warnock. Mr. Warnock has been Secretary-Treasurer of the Town of Castor for the last 15 years. The Town of Castor is about 100 miles east of the City of Red Deer and is on the boundary between the grey wooded soils and the shallow blacks and browns.

Mr. R.C. Warnock:- Mr. Chairman, ladies and gentlemen. I am grateful for being last because Herbie just asked me if I would chop this thing in half and this is exactly what I have done.

So to begin in the middle, a recent industrial publication stated that today the Canadian economy is showing increasing signs of slowing down after a sustained period of hectic expansion. Whether or not this is

true, we are finding that in the rural and the rural-urban community, local governments, local business and industry, and farmers individually, and through their representative organizations, have been taking a long look at their present status with a view to forecasting with reasonable accuracy, what the future will bring with respect to their various means of operation. However elementary the approach may be, it is being made in full co-operative effort among these groups and this is important. I have just recently, since receiving this assignment, taken upon myself to make a series of interviews with local farmers and local small business men and these are some of the opinions and the views that I have obtained in so doing. We are finding that there has been a leveling off of population growth in the rural areas as evidenced by the preliminary reports of the recent Canadian census. We are finding that advanced farming techniques together with the cost of modern farm equipment are making it possible and economically feasible for a half section farmer to expand his operations to cover four, five or six sections. While this is not true to the same extent in all areas of the Province, there are particular areas where this type of change has brought about a marked decrease in the rural population. Our cities have become larger, the population growth and economic development in the rural urban community has leveled off and is presently relatively static. We are finding that perhaps for the first time, there is a very deep concern about the future of the rural community.

A discussion with a group of small town businessmen will find that they have come to believe that if we are not making fast and constant economic gains, we are sliding backwards and our communities with us. There is becoming popular in the rural urban community, the belief that while the boom may be over for the present, our communities are reasonably stable. There is, in the rural and rural urban community, a belief that there will be for a time, a continuation of the leveling off trend in population of economic development. The Province of Alberta is only sixty-five years old. If we compare our local rural business with a business established say in England for example, where I am told for many, many years, the population density has been a major area of concern, we find the small businesses stable in continuing to supply the day to day needs of the people and people after all, create a demand for goods and services -- for housing and public utilities. That our overall population will slowly increase is pretty well an established fact. If fewer babies are being born per thousand of population as was the case a few years ago, a greater percentage of them are living beyond their first year and we are taking long life increasingly for granted.

I am told that the British farmer is able to sell all he can produce; as our population increases, there will be of course, more demand for the production of our own farms. As the farming community prospers, so will the urban rural community. Local tax collections for example, right now

show an increase each time a Wheat Board payment is made.

There has existed over the past fifteen years a great definite trend towards centralization in education and industry and to a lesser extent in agricultural enterprise. There seems to be concern in some quarters that the essential question now is not whether large centers will or should get any larger but rather how much larger they will become. Is it not reasonable then to consider that perhaps a future trend might be towards decentralization, if not in public and industrial enterprise, then in density of population so that as the population increases, it will become more evenly spread out over the Province. This does not mean to imply that people will be flocking out from the Cities of Edmonton and Calgary for example, in favour of the good life but rather that goods and services that are not available now to us in these small urban communities, if there is a centralization towards greater population in the small urbans and perhaps less in the rural areas, and I speak of the true rural area, then perhaps it would be economically feasible for large corporations who are supplying necessary service to set up outlets more closely associated and more convenient to the rural population. It would appear that from a laymen's point of view anyway, that this concept is shared in some degree by our professional planners inasmuch as there has been of late, an increasingly careful scrutiny in the plans of developments submitted by local governments, particularly those local governments not yet included in Regional Planning Commissions and that's the reason I'm here because my Mayor said to me, I don't know anything about planning, and I don't like planning, but looks like we're stuck with it so you better get out there and see what's going on.

In the organization of recreation and social activity we are noticing the greatest bond between the rural and small urban community. Counties and municipal districts are contributing to the cost of most phases of recreation in the realization that the common interest is being served by joint participation in recreation activities. A few years ago, covered arenas were the order of the day, and they mushroomed and sprang up all over Alberta. Community art and craft classes are operating. This is a joint urban and rural venture in most communities.

If a count could be taken, I think we could stand amazed at the amount of out-of-town patronage being enjoyed by our Jubilee Auditoriums in the Cities of Edmonton and Calgary. Distances are shrinking as our means of transportation become more advanced. This applies not only in the field of social activity but also in business. It is possible for me to leave Castor in the morning at nine o'clock and fly to Edmonton or Calgary and transact my business and be home for lunch. Recreation commissions and junior athletic associations have been formed and are operating on a joint rural/urban co-ordination. The popular trend now, with centennial

money being made available is to build a swimming pool and these are going to be a popular thing now .

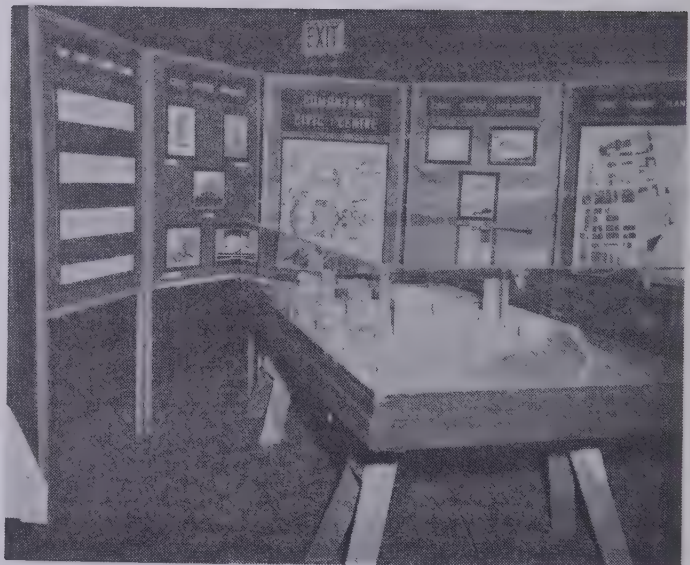
So to summarize, we're living in an age of technological advances so remarkable that a piece of equipment bought this year can be practically outdated next year, and on the basis of comparison, farm land prices are just as attractive now as they were twenty years ago. For example, in the Tofield area, I discovered that a quarter section of land in 1942 sold for fifteen dollars an acre and was resold in 1959 for one hundred dollars an acre. In east central Alberta one section with good buildings was listed at twenty dollars an acre in 1949 and in 1966 is demanding seventy dollars an acre. So it would appear that the value of farm land has picked up with the value of other items. Lots in towns and villages worth fifty dollars as late as thirteen years ago, are now being sold for a thousand dollars plus. Modern farm premises now permit farmers to enjoy a standard living of comfort comparable to that enjoyed by urban dwellers but improved roads and road maintenance programs and methods of personal transportation have resulted in the rural community looking toward the urban centers for social and recreational activity and for goods and services.

The fact that recently it was announced by the Municipal Finance Corporation that there would be a curtailment of money being made available next year for capital spending in some fields but not in the fields of necessary public utilities would indicate that there is some thought being given to the fact that these urban centers are going to grow and are going to have to continue to develop. But the important thing that has come out of all the discussion that we have heard and all the things that have been printed of late, is the fact that there is becoming a local awareness of our positions as rural urban communities and while there is some trepidation, we are in the most, in the main, optimistic. We are finding that we are operating more closely as interdependent units than we ever did before, and we are trying to gear our operations to serve the people where they are.

I was talking to a mayor of a small town in east-central Alberta not too long ago and he said "whatever you do, don't talk about the disappearance of the small urban community, because if you think that way, and you tell someone else, then two people are thinking that way and if they each tell someone else, four people are thinking that way -- and while these units may disappear in time, let's not encourage their disappearance". We have taken the attitude in the past, that if we go to our seniors in industry and in government and in business and say, if you'll just let us remain we can be a major and get our button. We're discovering that changing times and conditions don't care, they don't care if we never get our button, and this realization is important, because we are looking to the challenge of future changes and endeavoring to anticipate the problems



Mr. S.C. Rodgers, Edmonton's
Planning Director, addresses
delegates.



Part of the City of Edmonton's
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which will present themselves. Thank you very much.

Mr. A.R. Smith:- I needn't remind you that we've run well over our allotted time. Perhaps if there are any questions, they may be discussed later during the conference with the individual panelists. Thank you Mr. Chairman.

PANEL SESSION:- "URBAN ALBERTA - HOW AND WHEN?"

Chairman:- Mr. S.C. Rodgers, Chief Planner,
City of Edmonton.

Members:- Dr. P.J. Smith, Department of Geography,
University of Alberta.
Mr. N.S. Trough, P. Eng.,
Urban Development Institute.
Mr. W.F. Johns, Executive Secretary,
Calgary Real Estate Board Co-operative Ltd.,
Mr. B.D. Stover, Secretary-Treasurer,
Town of Devon.
Mr. A. Nawata, Professional Engineer.

Mr. S.C. Rodgers:- It is a privilege for me to act in the capacity of Chairman-Speaker for the second panel topic this morning, namely "Urban Alberta, How and When?"

As a city planner, I want to make a few observations about cities and people.

It was at a planning conference in Toronto last year that Arnold Edinburgh had the wit to quote a definition of a city by Brendan Behan.

In Mr. Behan's sober view the city was the greatest show on earth. "We don't come to a city to be alone", he said, "And the test of a place where you are least likely to get a bite from a wild sheep."

The great migration to the cities which has already taken place was based on a relatively slim segment of the population. The sparse baby crop of the 30's was just beginning to come to marrying age in the 50's and it is they who have filled the proliferating suburban neighbourhoods. The large baby crop of the 40's is now into the family forming stage and the babies born in the even more productive 50's will be moving into the suburbs far into the 70's.

Throughout the world, population increase is matched only by

the world-wide march of people into metropolitan areas.

Our children may in their lifetime see a quadrupling of the urban world populations.

In Alberta, if the present level of prosperity continues, the population projections may prove conservative enough, for the growth patterns of past decades show that fertility rates are directly related to employment and income. A note of warning, however -- a great depression or even a sharp recession could drastically slow down the growth of our urban areas, for in times of economic trouble, marriages fall off. Young people remain with their families, postponing their dream of marrying and buying a suburban bungalow until things pick up again.

Migration in Alberta has been fed by two counterflowing streams -- the outward flow from the older city centres to the suburban fringe, and the inward flow from the rural areas and small towns to a metropolitan middle ground.

The rapid growth of suburban living has dominated the post war expansion of our cities. Thousands of dwelling units, mostly single-family houses, have been built. People have been comfortably housed, and schools, churches, shopping centres and many other services have been provided to meet their needs.

But few observers, least of all, planners, have been happy with these neighbourhoods as a whole. The mass-production of houses, on stereotyped land subdivision patterns has aroused little or no praise. On the contrary, much criticism has been directed at the results.

Moving out to the suburbs from the central city has not brought the hoped for advantages of contact with the countryside.

We have carried with us many of the disadvantages of the city, at the same time losing most of the advantages of urban life.

What about the older centres of our cities? The eloquent Mr. Robert Moses has carried on a one-man crusade for a generation to make his home city of New York grander and more beautiful. "The city will survive, as long as our civilization survives", says Mr. Moses, "and the flight of its citizens to the suburbs is a demonstration not of the city's weakness but of its boundless vitality. It is carrying out its ancient destiny of growth."

The migration to the suburbs is accompanied by population

movements within the heart of the city. From the downtown core, population seeps out toward once respectable dwelling districts. The grey area spreads and the city grows a little dirtier, a little noisier, a little more crowded, and a little less the sort of place where we want to live.

One of the first attacks must surely be on the choking traffic at the city's core. Traffic, in Mr. Victor Gruen's view, is like a river system. But rivers empty into the boundless sea and freeways are great rivers emptying their traffic into constricted downtown streets, where they may flood and drown the city. Radial routes should feed their traffic of transit buses and private cars into loop drawn snugly around the downtown section.

"The belt must be tight", warns Mr. Gruen, "or the city will lose its pants."

San Francisco and New York have retained a large quantity of urban spirit and character. It is significant that they have one important characteristic in common: both of these cities are confined in their downtown areas, by natural boundaries.

Both are peninsulas surrounded by bodies of water. On the other hand, those cities where physical barriers do not exist are the ones which have spread in all directions and have lost the advantages of urban life to the greatest degree.

In conclusion, if we plan for people we should know something about the forces that determine their movements and patterns, we need to strive toward a better understanding of their aims and aspirations in order that our planning processes may serve them better. Thank you.

Now in my capacity as Chairman this morning, it gives me great pleasure to introduce the first speaker, Dr. Smith of the Department of Geography, University of Alberta. Dr. Smith has a M.A. in Geography from the University of New Zealand and a Ph.D. in Geography from the University of Edinburgh. He is also a member of the Town Planning Institute of Canada and it gives me pleasure to present to you, Dr. Smith.

Dr. P.J. Smith:- It is my purpose this morning to give a brief review of the scale and rate of urbanization in Alberta. I can summarize my conclusions very simply in three points.

(1) The first is a very obvious one: it is that more and more people are living in towns and cities in Alberta. A closely related point which is perhaps not quite so obvious is that there are more towns for them to live in.

(2) The second point is also obvious but I think it bears repeated emphasis: Alberta is already an urban province and it will soon be one of the most highly urbanized parts of the world.

(3) The third point is the least obvious, but it is one which is already attracting a certain amount of interest. It is that a complex process of re-adjustment is underway amongst urban centers of all sizes -- their relationships to each other are changing.

(1) Urban Population Increase

To talk of population increase is impossible without recourse to statistics. If this makes me a liar, as our banquet speaker suggested last night, I hope that it at least makes me a plausible liar. The source of my statistics is the Census of Canada, and I have followed the Census definition of an urban place as being any incorporated centre with at least 1,000 persons.

The first point I would like to make is that urban centres with a thousand or more people have increased substantially in number in Alberta. In 1951 there were 51 of them; in 1956, 61; and in 1961, 76. There was, then, virtually a 50 per cent increase in the number of urban centres between 1951 and 1961. I do not doubt that the increase has continued since.

A few of these new urban centres were completely new resource towns. Devon is an obvious example. A few more were comparatively old settlements which were given a new lease on life by the exploitation of a nearby resource, as in Hinton, Whitecourt and Okotoks. Yet more were associated with the advancement of the agricultural frontier in the Peace River region (Grimshaw, Fairview). At least one, Montgomery, was a metropolitan suburban dormitory. But about half of the new urban centres, as defined by the Census, were quite old communities in long-settled parts of the province. Places like Stony Plain, Viking, Castor and Nanton have grown quietly and more-or-less steadily, and have passed the 1,000 mark some time since 1951. They have grown mainly through the process of centralization, as they have gained competitive advantages over their smaller neighbours. This point will be elaborated upon later.

An increase in urban population is but one inevitable consequence of the increase in the number of urban centres. In 1951 the urban population of Alberta was 425,000; in 1956 it was 610,000; and in 1961, 825,000. So the urban population increased by 400,000, or virtually 100 per cent, in the decade 1951-1961. Despite the emergence of so many new urban centres in the census returns, the growth of urban population was overwhelmingly dominated by the metropolitan areas of Edmonton and Calgary.

With a combined increment of 300,000 people, these two centres accounted for 75 per cent of the total urban population increase of the province. On the other hand, the sheer size and dominance of Edmonton and Calgary tends to obscure the fact that much smaller towns and cities were also growing quite rapidly during this period. Only two towns lost population between 1951 and 1956, and only five decreased between 1956 and 1961. All other towns increased in population, sometimes quite spectacularly. For example, Grande Prairie increased by 133 per cent in 1951-1956, and Pincher Creek by 76 per cent between 1956 and 1961.

The general pattern of urban growth can be seen more clearly through a simple breakdown of urban centres into size groups.

(a) Towns of 1,000 to 5,000 people numbered 45 in 1951 and 62 in 1961. Their total population increased from 83,000 to 128,000, and their average size from 1,850 to 2,050. So not only were there more towns in 1961 but they tended to be bigger, and those centres which were towns in 1951 were bigger still. Their average size in 1961 was 2,400 persons, a 30 per cent increase over 1951.

(b) The second group contains the small and medium-sized cities with more than 5,000 people. If the towns in the Edmonton and Calgary metropolitan areas are excluded, there were three centres in this category in 1951 and six in 1961. Their total population increased from 48,000 to 96,000 over the same period. Lethbridge, Medicine Hat and Red Deer, the three communities in the group in 1951, together increased by 70 per cent during the decade.

(c) The final category is formed by the two metropolitan areas. Their combined population rose from 320,000 in 1951 to 620,000 in 1961 and 725,000 in 1966.

(2) Urbanization Trends

The gist of this point can be expressed most simply in the form of two related questions. What part has urban growth played in the total population increase of the province?; and how rapidly is urbanization proceeding? It is important here to realize that there is a distinction between urban growth and urbanization. Urban growth means the simple accumulation of people living in urban areas: urbanization refers to the proportion of the total population which the urban population represents. There can be urban growth without increasing urbanization, if the non-urban population increases at the same rate. In Alberta, however, we have both urban growth and increasing urbanization.

In 1951, using the census definition of urban population, 46 per cent of Alberta's people were classed as urban. This proportion has increased regularly in each census period, to 54 per cent in 1956, 62 per cent in 1961 and 68 per cent in 1966. Alberta's population, then, has become strongly urbanized in a very short period, and the trend will undoubtedly continue.

The significance of this point can be illustrated in another way. Between 1951 and 1956, urban increase made up more than 99 per cent of the total provincial increase. Edmonton and Calgary alone accounted for 74 per cent of the total increase. Obviously, rural population was static over the same period. In the next five years the trend became even more pronounced, as the urban increase was actually greater than the provincial increase. This could be achieved only through a decrease in rural population. Again, Edmonton and Calgary absorbed the lion's share of the provincial growth, accounting for 77 per cent of the total increase. The conclusion from this is that Alberta's population is not just becoming increasingly urban: it is also becoming increasingly metropolitan. This basic trend has tremendous economic and social implications for the people of Alberta. Its political implications are already well known.

In 1951 the two census metropolitan areas contained 34 per cent of the province's population. This proportion has increased rapidly since, to 41 per cent in 1956, 46 per cent in 1961 and 50 per cent in 1966. If this is projected into the future, even for the short period of ten years, it seems clear that the trend to metropolitan population will continue unabated. Dr. Hanson, who spoke to us earlier this morning, has estimated that the population of Alberta will be 1.9 million in 1976. The two city planning departments have also prepared estimates of future population for their respective metropolitan areas: in round figures, for 1976, these estimates are 600,000 for Edmonton and 525,000 for Calgary. If all three parties are correct, the two cities will contain 59 per cent of Alberta's people in 1976.

At the same time, of course, the towns and smaller cities will be growing larger as well. This scale of growth does not compare with the metropolitan areas, but this does not mean that they are insignificant. They too, have been gaining and increasing share of the provincial population, rising from 12 per cent in 1951 to 16 per cent in 1961. What will their proportion be in 1976? By 1976, Alberta's population is likely to be 75 to 80 per cent urban, to make it one of the most highly urbanized regions in the world. If this comes to be, and if 59 per cent of Alberta's people are in Edmonton and Calgary, the remaining towns and cities will have a share of the total population which will be little, if any, greater than they had in 1961. They will accommodate more people and they will be larger in

individual size, but they will not have an appreciably larger share of the provincial total. Is this a reasonable conclusion to reach? To provide a tentative answer to this question, it is necessary to turn to the third point which I introduced at the beginning.

(3) Changing Relationships Among Urban Centres of Different Sizes

I have stressed growth very strongly so far, but not all urban centres are sharing equally in this growth. Many of the smallest communities are actually increasing very little, and a few are even showing some decline. The pattern becomes clearer if we look at urban centres of less than 1,000 population. These communities are not classified as urban by the Census, but they are urban nonetheless, by virtue of the services which they perform. The great majority of the hamlets and villages of Alberta are in economic decline. The reason can be summed up in one word - centralization. With centralization, essential economic and social services are being concentrated into fewer, larger and more widely spaced centres. It is a process of rationalization of the network of urban places.

Centralization, in turn, is made possible by technological changes, and there are four which I think are having a particularly significant impact at the moment. The first is the internal combustion engine which has given us the great personal comfort and convenience of private automobile travel. The second is the paved highway which is now being extended into all parts of the province, with great savings in travel time as a consequence. The third change is the spread of the supermarket which offers convenience, variety and cheapness to rural shoppers. And finally there is television advertising, making rural families aware of a massive range of standard brand products which the small, general store operators cannot afford to carry in stock. In short, then, rural families today look for a better selection of goods and a greater variety of services than ever before. And they are prepared to travel further to find them because they can now travel more quickly and more pleasurably. Obviously, the best choice can be found in the larger urban centres which are becoming increasingly accessible to more and more people.

In a recent study in Central Alberta, all businessmen in a number of hamlets were interviewed. A selection of the farmers in the trade areas of these hamlets were also interviewed. The conclusion was the same from both sources. Many businesses have disappeared in recent years and many of the remainder have lost trade. The farmers are visiting their local centres less and less frequently, and doing less and less of their business there. To quote from the report of the study: "It can be safely concluded that most of the small centres have experienced a drastic reduction in trade since 1945, as all rural services, except grain marketing and mail pick-up, have,

to varying degrees, become centralized in the large centres."

A few, strategically placed small centres, like Bashaw, are managing to grow; some are holding their own for the moment; but most are in decline and a few have already disappeared. Over the next ten to fifteen years it is likely that many more hamlets will disappear. And as the hamlets become defunct, the competitive pressures of centralization will move up the size scale. Highways are constantly being improved, speed limits are being raised, travel times are being reduced and a few large communities are becoming easily accessible from all parts of the province. After the hamlets, the small towns will begin to feel the pinch, and then the larger towns. In fact, some of these towns are already being affected. A recent article in the Edmonton Journal drew attention to the number of farm implement dealerships which have been closed in towns in the Edmonton region in the last three or four years. Towns like Leduc and Lacombe no longer offer this service as the implement firms prefer to have their agencies concentrated in a comparatively small number of centres.

I could not predict how far up the size scale this process of centralization is likely to continue. Hypothetically, I suppose we could conceive of a penultimate situation where there are two huge metropolises with 99 per cent of Alberta's population. Then, no doubt, there would be a final duel to the death - and I can leave you to imagine who would win that battle.

Mr. S.C. Rodgers:- Thank you Dr. Smith. The next speaker is Mr. Norman Truth who is an engineer and a graduate of the University of Alberta. He was general manager for the Kelwood Corporation and was responsible for providing some eight thousand building lots and attendant services in the City of Calgary. He now develops projects on his own.

Mr. N.S. Truth:- Mr. Chairman, ladies and gentlemen. All of you have a keen interest in planning as evidenced by your attendance and you are undoubtedly aware of the varied pattern of living relating to the size of urban centres. That is to say, living accommodation in small towns is almost entirely single family dwellings around a central business and service core; in medium-sized towns where one can find perhaps the odd suburban shopping centre of note along with a few low rise apartments; hence to the large cities with the usual downtown area surrounded by some high rise apartments, a number of suburban shopping areas -- together with either well-organized or poorly organized industrial development, depending on the age of the city in relation to planning legislation.

We are uniquely fortunate on the prairies in having first class planning legislation at a time in the age of our cities when we have very

few built in problems to solve. The subdivision regulations allow the city to provide amply and economically for traffic arteries in new areas. Now without presuming to infringe on Mr. Nawata's subject of transportation, I would just like to state that in my opinion a much more positive and vigorous land acquisition program should be pursued for traffic arteries in the central core. The land will never be cheaper than it is today and with the suburbs so well taken care of it seems ridiculous to me that congestion in the central core should be tolerated.

As entrepreneurs engaged in property development, the members of the Urban Development Institute which I represent here, must keep abreast of the changing pattern of living in the urban community in order to keep their product marketable. We on the prairies are also fortunate in being able to look in a crystal ball regarding the development of our cities. Our problems and the trends and changes in accommodation in residential, industrial and commercial properties over the next ten or twenty years are already history in the larger cities. We can foretell with great accuracy the future of our cities and with our first class planning legislation, can largely avoid the problems which are so costly in cities like Toronto and Los Angeles.

Single family dwelling ownership is a Canadian way of life and, in particular, the Western Canadian way of life and will continue to be so. However, with the, I hope, continuing affluent society and increase in leisure time there is an increasing disenchantment with the work involved in home ownership. Condominium legislation has recently been enacted by our forward-thinking government. Planning regulations allow for experimentation in subdivision design. There is a trend in the thinking of civic planners toward less detailed zoning by-laws to allow the imaginative developer more leeway and I am sure very shortly that the by-laws will be amended to put their thinking into effect. Then a well-financed, imaginative large scale developer has unique possibilities in Alberta for providing immensely improved living facilities for the buyer as well as the renter.

I am fortunate in being able to refer to the comments of several of your speakers yesterday. I could have not written a better speech for Mr. Hooke than he prepared for his opening remarks to the conference. The Urban Development Institute in Alberta and across Canada is working with all levels of Government to modernize legislation, subdivision styles, utility and road construction methods. We recently presented a brief to C.M.H.C. officials offering many ideas for updating NHA legislation to allow private enterprise, among other things, to contribute more fully to urban renewal and public housing, as is the case in the U.S.A. Mr. Fowler, the Mayor of St. Albert, yesterday made reference to public housing and I believe used the word "ghetto" and there have been others make reference

to the problem of public housing. The Honorable Mr. Hooke referred to the fact that government should properly deal with law and order, welfare, hospitals, schools and the like, but should, wherever possible, stay out of the business which private enterprise could accomplish. Mr. Walker referred to the integration of lower-income families into the community. I suggest to you that the best way to properly deal with the problem of the lower income family is to allow private enterprise to build the accommodation, whether it be bungalows, row housing (a word with an unfortunate history in Alberta - I prefer the townhouse concept) or apartments. The welfare department of the government could then rent units scattered throughout any scheme but amounting to only a small percentage of the total project and then in turn to rent them at whatever fair rent they choose to needy families. This, in my opinion, would give this type of individual the incentive provided by their neighbors to improve his way of life, maintain his accommodation, and so forth. I believe that the economy of the proposal could be justified. Rather than the government providing annual grants to build buildings which they must maintain for many years, they can loan the money to private enterprise under favorable conditions and legislation and recover the money as they do on other housing loans. The housing of needy families, as the feeding of needy families, would fall properly in the welfare department.

In closing I can only repeat that we are uniquely fortunate in Alberta in having modern planning legislation while our cities are young and I am confident that through continued efforts by the Governments and developers, our cities will be efficient, economic models, second to none in North America. Thank you.

Mr. S.C. Rodgers:- Thank you Mr. Truth. The next speaker is Mr. W.F. Johns, who is the Executive Secretary of the Calgary Real Estate Board. He's been very widely represented on a large number of committees, commissions and associations and he tells me, that he's addressed more than two hundred national and provincial conventions in Canada and the United States in the past fifteen years.

Mr. W.F. Johns:- Mr. Chairman, ladies and gentlemen. First of all, may I say how much I appreciate the opportunity of attending some of your sessions, and of being with you this morning to offer some comments from what may appear to be a somewhat oblique angle.

Most of the speakers on this two-day program are elected or appointed government officials in various capacities, and although I was privileged to serve three years on the Planning Advisory Commission in Calgary a few years back as a representative of the citizenship generally and the real estate profession specifically, I might be regarded this morning

as a "maverick" and perhaps somewhat out of my depth.

Let me hasten to assure you that I am solidly in favour of planning. Any successful business endeavour must be charted - not only to satisfy its shareholders and employees, but its customers as well. Urban areas and rural Alberta as well must be charted, and carefully thought out plans developed and put into effect in order to assure that the public's money is spent wisely; that investments by individuals and corporations in land and improvements are secured as far as it is possible to do so; that land is wisely utilized; that the cities keep pace with living standards and living patterns; that the needs of the many and varied segments of the population are taken care of with consideration.

In those few brief words, then, I think I have established my own belief in organized and co-ordinated planning. That this position is recognized by municipalities and districts is evidenced by the relative shortage of planners as a consequence of the demand for them.

In fact, you will forgive me if I suggest that one of our very real problems is the turnover of planning personnel and their movement from area to area. This is not difficult to understand when we look at the opportunities available to them - urban renewal schemes springing up in every city; public demand to remove unsightly slum areas (or blighted districts as we euphemistically call them) - the obvious need to plan for rapid transit - the necessity of planning to cope with the ubiquitous automobile and its ever-increasing demands on our streets - areas for parking and so on; the need to look after the aged and retired - a segment of the total population that is increasing; a need to cope with the trend towards urban living on the one hand but conversely the trend towards country homes, summer cottages and the era of the two-car family and the two-dwelling family.

So planners, then, are in great demand and they have a natural tendency to look towards other fields with new and challenging opportunities and the chance to tackle a variety of developments to add to the sum total of their individual knowledge.

But setting that problem aside, everyone has a vital interest in planning - the land owner - the home owner - the investor - the citizen generally and, of course, the city itself; so then we need planners of imagination and vision and, indeed, courage; and in an era of a burgeoning, buoyant economy we need them desperately.

I was pleased to notice that the cover of the program for this conference states "Planning for People", because while planners may well have this in mind, the danger is that planning tends to become impersonal,

and perhaps even theoretical rather than completely practical at times.

How can planners individually and governments then plan for people, secure in the knowledge that their ideas and projects really do reflect the needs and desires and dreams of the people?

Could I suggest firstly by the complete use of advisory committees made up in part of lay people - realtors who deal with the very practical problems of land use through land acquisition, land evaluation, land development and, of course, land disposition. But not only realtors, but citizens from other walks of life who can bring to bear a very human reaction to plans and schemes that is sometimes lost in the planning room because of an arms-length detachment to the results of the plan.

But I know you will demur and suggest that you do in fact use advisory committees and to some extent I acknowledge this to be the case. But you must ensure that the opinions and ideas of lay people are carefully considered and that such committees are not used as mere rubber-stamps for professionally conceived ideas - that they do not in fact serve only to give ostensible agreement on behalf of the public without enjoying in a very real sense, involvement and decision.

But secondly, while there is a natural reluctance to reveal plans in advance because of the ever-present fear of speculators taking advantage of announced proposed development, planners must realize this - that the public must be kept informed through regular progress reports. The public must be consulted and planners must be prepared to accept suggestions, advice and, yes, even criticism. Planners must not believe in their own omniscience and that because of their educational qualifications; their experience; their expertise that they should not be required to submit their ideas to glare of public scrutiny and to listen very carefully to the public and then if necessary to have the courage and good sense to revise and change.

Perhaps understandably planners sometimes resent ideas expressed by people after their projects are revealed as a consequence of a lengthy gestation period, not inconsiderable labour pains and a difficult breach birth, and then discover that the baby is not the subject of unanimous, enthusiastic delight.

Planners, then, must be prepared to "tell the people" - to explain why, and if necessary to educate the public. In helping to accomplish this, the press and news media have a useful and vital role in bridging the communications gap - in setting out in articles and news reports the full story in a manner that can be easily grasped by the man in the street.

To pinpoint one area of obvious concern by those directly affected, I might recommend a much more detailed time-table for projects - the public wants to know why, what, where and no less important, WHEN.

Planners, too, must recognize something else - something that may be somewhat foreign to their nature. They may not feel they have to do this - but, frankly, improved public relations - closer communication with the public is not only necessary, but you may, in fact, have to actually get out and sell your ideas.

It is a fact of human nature that the public resists change in many cases, especially if it requires the spending of large amounts of their dollars. And so then it isn't enough to plan for people - they must be consulted - they must be advised - they must be kept informed, and they must be sold!

At a conference such as this - it is very easy for a group of like-minded people to agree with one another on their role in society. I suggested earlier I might be a maverick, but please do not misunderstand my position. I wish to re-emphasize my appreciation of the need for planning; my admiration for the progress that is being made in our province, and my respect for planners and those charged with the responsibilities of putting forward bold and imaginative ideas.

My brief role here this morning, as I conceive it, is to focus attention on a few aspects of planning that may occasionally be overlooked, and if you agree, I am suggesting that with greater citizen participation, co-operation and understanding, your jobs will be considerably easier; your goals achieved more quickly, and we will go forward to an even greater Alberta - a province in which it is pleasant to work and live - a province made so by planning and co-operative effort.

Mr. S.C. Rodgers:- Thank you very much, Mr. Johns. If I may say so, it sounds a wee bit like backlash from Calgary downtown plans. The next speaker is Mr. Stover, who is secretary-manager of the Town of Devon, which became Alberta's first urban county in 1963. He was born in Camrose and received his education and teaching training there. Then he went to Devon when the town was incorporated in 1950 as secretary-treasurer.

Mr. B.D. Stover:- Mr. Chairman, ladies and gentlemen. I think probably the reasons that I have been invited to speak to you this morning is because Devon is the only urban county in the Province at the moment. Further, Devon was probably the first town in the Province to have been planned from scratch by a planning body, the Provincial Planning body. For those of you who have never been to our town, our population is fourteen hundred

and we are situated on the North Saskatchewan River about eighteen miles from Edmonton. The town, as you probably know, was formed by Imperial Oil in 1947 and '48 and planned by them in co-operation with the provincial planning officials. So therefore we do not have or shouldn't have for a great number of years, an urban renewal problem. Our residential lots are of a very good size, approximately 60 by 140 and the town was well zoned at that time. In 1950, it was turned over to municipal management. A lot of people have thought that Devon is a company town, but this has not been so since April 1st, 1950. I also have many people ask me if all the houses are owned by Imperial Oil, the fact of it is that none of them are owned by Imperial Oil, they are all privately owned.

As the chairman mentioned, we became Alberta's first urban county January 1st, 1963. This simply means that our municipal and school administration are handled by one municipal body - in our case, a mayor and six councillors. There are three main reasons why we went into this. The first one was monitory - we thought that there was a saving in administration and also a saving in the use of major equipment by both school and municipal authorities and this has turned out to be the case. Secondly, there was a strong feeling that those who raised the money by taxation, should also have the spending of it. And thirdly, like many other towns in the Province, small towns, we were finding it increasingly difficult to get seven councillors and five school board members. It is difficult enough to get seven people for this job. I understand that other towns, where they have coterminous school-municipal boundaries, are now considering formation of an urban county. We, incidentally, will have to vote on this when our four years is up and we will be voting on it in January 1967. I have no doubt at all, that we will be continuing the urban county type of government.

I have been in Devon now for some 17 years and people approach me with the thought that the town might have disappeared once the oil had been developed. I don't think there is any possibility of the Town of Devon disappearing. When I first went there, I would say that approximately 90% of the population was made up of either company personnel or people connected with the oil industry. This is now less than 50%. For a number of years, our town council and our chamber of commerce tried to attract more industry to Devon, but with very little success. In the first place, the manpower situation, secondly we're up river from Edmonton. So some years ago we decided that our future was as a residential satellite, dormitory satellite of the City of Edmonton and this is working. We are now attracting people from the City who prefer to live with the amenities of a small town and travel back and forth to work. Unfortunately, we for many years, sat on Mr. Taylor's door step, the Honourable Gordon Taylor, until we got a good highway to Devon and our littlest men were in the forefront in wanting to

get this highway. I think that at any given time, probably 50% of our business went to Edmonton, now that we have a good highway, about 80% goes there. However, we still do have a fair business district and, as I've states, we feel very strongly that our future lies as a satellite to the City of Edmonton. Thank you.

Mr. S.C. Rodgers:- Thank you Mr. Stover. The last speaker this morning is Mr. A. Nawata who was born in Vancouver and graduated with a B.Sc. in Civil Engineering from the University of Alberta. Mr. Nawata has worked as a bridge design engineer with the Provincial Government, but for the last ten years has worked with Stanley Associates Engineering Limited, specifically on roadway design projects, both in Alberta and Saskatchewan. I have known Mr. Nawata for the last ten years, particularly in his association with the City of Edmonton in some of the major road schemes that have been underway, notably the Metropolitan Edmonton Transportation Study. So I would like to present to you at this time, Mr. Nawata.

Mr. A. Nawata:- Transportation historically has had a major effect on the economy, location, and form of most of the urban centres in the world.

One hundred and fifty years ago the world's population was chiefly rural - none of the cities were over the one million mark. Today however, one hundred and fifty metropolitan areas in the world have populations in excess of one million. One third or one billion people now live in urban areas.

Most cities in Alberta and throughout the modern world are now realizing that the network of streets and bridges which were planned many decades ago by our forefathers are completely obsolete in form and size to efficiently handle today's transportation requirements. They are also finding that it is not just a problem of planning for tomorrow's growth but to effectively and economically bring our outmoded transportation systems to the levels of service now demanded by today's residents. Some cities are finding that the existing transportation problem is becoming not only socially unacceptable but is threatening the city's economic base.

Apart from the socio-economic effect that traffic is having on our urban dweller, what is the cost to the motorist. At an urban intersection in Edmonton or Calgary it is estimated that in the order of \$137,000 per year per intersection is lost due to increased operating costs of congestion alone. In Montreal thirty million dollars a year is lost due to increased operating costs which can be contributed to congestion.

What are some of the costs to the urban municipalities - the

Boston Central Artery which is reported to be the world's most expensive mile costs in the order of thirty-six million dollars for one mile of the free-way. This, ladies and gentlemen, is seven thousand dollars per foot.

Today, all over the world, urban places are growing in population and yet the number of automobiles in these urban places is growing faster. It seems obvious that the automobile will become more important as a means of transportation in our urban areas.

A particular complaint in urban areas is that the automobile has caused decentralization of urban development and has threatened thereby future growth of central business districts. Responsibility for these changes is charged against the automobile, but we would be more accurate to acknowledge the desire for mobility as a cause. Certainly, if we wanted to control and prevent this individual desire for mobility we can give up our own democratic way of life and substitute a form of government which would dictate the way in which we should travel. We could then be forced to ride subways, trains or even decentralize and change the general form of our future cities.

Mass transportation is certainly an alternative which is being used effectively in our larger metropolitan areas. The difficulty with mass transit as we know it today is that it is more attractive than the automobile for only a limited portion of a region's total travel. It serves best in dense areas or corridors where traffic is heavy and best for journeys to all day job where the automobile has to be stored while the driver works.

Recognizing that improved transportation facilities are essential, the transportation engineers have developed a method by which travel requirements within a city can be prognosticated by the use of mathematical models. These models have been devised for explaining some of the phenomena of traffic flow and of the interaction of travel and land use.

Just how is planning involved in the transportation planning process? We must remember that the human beings create the requirements of commerce for transportation, and also it is the people who generate the traffic. Thus very basic to the study of traffic is the quantity of the urban population and their distribution.

Therefore it is axiomatic that planning is one of the most critical elements in transportation planning.

The forecast period in transportation planning is usually confined to a twenty year period. It is generally accepted that beyond the twenty year period it is very difficult to predict with any degree of accuracy

the shape and form of our cities. However, in most transportation studies a cursory look is given to the period beyond twenty years to evaluate the impact that continued growth would have on the major transportation network.

Major transportation facilities have a tremendous impact on the urban complex. One important and very basic principle in transportation systems planning and in city planning is to recognize the interaction of transportation and land use. In order to accommodate existing or predicted population and land use requirements, a transportation system is planned. However, as soon as a major transportation system is planned and constructed, certain changes in population distribution and land use are created. This is most significant along a new major arterial street, freeway or a rapid transit facility. This change in the land use and population will then again affect the transportation requirements and therefore it is almost a continuing process of constant action of each change on other changes. This is why the transportation and planning process must be a continuing process of planning and review.

Let's take a closer look at the impact of transportation facilities on the socio-economic aspects of an urban complex. A high capacity freeway or expressway system could rip through and around the cities with little attention to neighborhood destruction or neighborhood creation. But, a highway program that recognizes its enormous potential in partnership with sound urban planning or urban renewal will relate every highway plan to its neighborhood impact. There are two important expressions of this impact:

First, it is vital to neighborhood creation and protection that main traffic streams be removed from the residential communities and transferred to planned inter-neighborhood and inter-city traffic systems. The future highway therefore becomes important in channelizing objectionable traffic, dirt and noise out of the neighborhoods.

Secondly, the highway is important in that its width and function automatically create an effective boundary defining and protecting different land uses or even neighborhoods on either side if it is planned, located and constructed with this purpose in mind.

Therefore, the planning of a transportation facility must recognize its effect on the many requirements of the planning disciplines.

I am sure that most of us here today are fully familiar with the controversial problem of decentralization. Many cities are now experiencing that some office commercial types of activity are moving out from the central city area. Don Mills area in Toronto is a successful example of

this type of decentralization in a large metropolitan area. This is not a flight from the problems of the city; it is a forthright attack upon them.

And then there is the shopping centre. Today's regional shopping centres are convenient, gay and human areas. Ample parking is conveniently organized in relationship to the stores and their particular parking demands. Traffic access to and from these areas from large sectors of the city is smooth flowing and efficient.

Does this mean that the cities of the future will succumb to this attack against the downtown area? Certainly as cities grow in size, some of the additional growth will be accommodated by these new suburban facilities. However, the planners and economists have assured us that the downtown will never strangle and decay because of lack of transportation facilities or due to the changing needs and desires of the populace.

Bold new concepts for the future city are now being developed by planners and traffic engineers to ensure that the downtown areas will still be viable economic centres. The future metropolitan city will undergo slow but extensive redevelopment. It may consist of a series of large buildings with adequate open spaces. Access to the downtown area will be provided by high capacity freeways and in some cases, rapid transit facilities. Business and some residential apartment quarters would be on the upper floors with shopping on the first floor and in the basements. Provision would probably be made for below ground delivery of merchandise and for tenant parking adjacent to buildings. Shopping would be at ground level and below ground in broad well-lighted and ventilated pedestrian passageways which would connect buildings without the necessity of crossing vehicular traffic streams.

The trend has now been established in some of our Canadian cities. The Edmonton Civic Centre Plan which was conceived in 1962 is now well underway and the concept of large buildings with adequate open spaces is already evident in the Edmonton Civic Centre area. Eaton's downtown development scheme in Toronto, the C.N.R. redevelopment plan in Saskatoon and the Place Ville Marie complex in Montreal, these are some of the examples of what may be the desirable trend in the future urban complexes.

The smaller urban centres would probably undergo a similar type of redevelopment but of course on a smaller scale.

In summary, foresight and integrated planning of all the disciplines in urban planning will ensure that we are doing our utmost to maintain the economic, sociologic and aesthetic features of our cities.

In closing, I would like to cite a most significant example of far sighted planning in a city. The Chicago Post Office Building which covers about three city blocks and straddles Congress Street was constructed in 1932. At that time, the planners and traffic engineers agreed that at some future date Congress Street should be reconstructed as a freeway. In consideration of this requirement, a large rectangular hole was left in the building on the alignment of Congress Street and in 1956 - twenty-four years later the eight lane Congress Street freeway was officially opened to traffic.

Mr. S.C. Rodgers:- Thank you Mr. Nawata. I regret because of the encroachment of rural on urban Alberta this morning, that there is no time for questions so I would like to thank the members of the panel for their contributions, this morning and to hand the meeting back to Mr. Kirby. Thank you.

Mr. L. Kirby:- It has been mentioned that if there are any questions, you may contact the individual panelists and get the answers if you so wish. I think this will wind up this morning's sessions. Thank you very much.

Mr. D.J. Russell, the Afternoon Chairman, called the meeting to order and introduced the panel chairman, Mr. Erick Schmidt.

PANEL SESSION:- "REGIONAL PLANNING - A CO-ORDINATED
APPROACH"

Chairman:- Mr. Erick Schmidt, Co-ordinator,
Human Resources Research and Development.

Members:- Mr. J.E. Hartley, Director,
Oldman River Regional Planning Commission.
Hon. A.O. Fimrite, Chairman,
Northern Alberta Development Council.
Mr. Noel Dant,
Provincial Planning Director.

Mr. E. Schmidt:- Thank you Mr. Russell. This afternoon we are endeavouring to present a co-ordinated approach. As a panel we haven't had much chance to meet together but hope there will be some integration in things that we have to say. Probably all of us were asked to stand on this panel by virtue of our responsibilities. All of us are responsible to deal with the problem of co-ordination in the various spheres and because of this great concern which is there, co-ordination of today, I imagine they felt we would be representative of at least some of those who intimately are dealing with attempts to alleviate the lack of co-ordination in the planning that goes on within the province of Alberta.

I would now like to introduce the first member of our panel, Mr. Hartley, the Director of the Oldman River Regional Planning Commission.

Mr. J.E. Hartley:- In dealing with this topic it is not my intention to dwell on the necessity of regional planning per se, or to dispute the definition and establishment of regional planning areas, but to deal with the co-ordination of activities at the regional level and to illustrate that successful regional programs can best be achieved through co-ordination of the objectives and policies of the various levels of influence creating activity in a region.

The development of a region and its communities must meet and reflect the needs of its people. These needs can best be satisfied only when the many public and private decision makers active in a region observe a basic set of guidelines in establishing their individual policies. Such guidelines are established by a regional plan which simply is the objectives and policies for orderly development within a region and the best use of its resources.

Briefly, the objectives for any region which a regional plan would work towards could be establishing:

1. a sound regional economy, which would include the best use of physical and human resources;
2. the most suitable arrangement of land uses;
3. orderly and economic development;
4. an adequate environment;
5. an efficient transportation system.

With reference to The Alberta Planning Act, a regional plan:

1. shall be prepared on the basis of surveys and studies of land use, population growth, the economic base of the area, transportation and communication needs, public services, social services and other relevant factors, and
2. shall or may include
 - (a) a map showing the division of the area into permitted land use classes,
 - (b) proposals relating to the provision of highways, public roadways, services, public buildings, schools, parks and recreation areas,
 - (c) a schedule outlining the sequence of development,
 - (d) proposals relating to the financing and programming of public development projects and capital works, and
 - (e) proposals to facilitate development of industrial enterprises especially adopted to the economic base and resources of the regional planning area.

Thus, the objectives of a regional plan as presented and the review of the many aspects covered by a regional plan illustrates that a regional plan not only considers the physical arrangement of activities in space, but also all the activities which take place in a region including the economic base and economic policies, physical and human resource development, conservation of resources, and the more specialized items

such as water and air pollution, and public services.

Without the overall common objectives established at the regional level, community plans and local policies are often unrelated to a region-wide or broader view of basic resources, economic and population characteristics and other factors which influence local growth and industrial development. Activities may be carried on at the local level which can have a great impact on the development of resources and the establishment of policies of regional interest, e.g. local water projects, land use control, subdivision control. In fact, local policies, or lack of policies, can seriously curtail or nullify regional development efforts of other levels of government. However, the picture is not entirely one-sided, as the levels of government may be trying to carry out policies which are in conflict with those of the local communities, or even in conflict with policies of other governmental departments.

To avoid conflicting policies and programs, all aspects of regional development must be considered during the process of formulating regional objectives. In terms of regional planning there are linkages and interrelationships of the various activities which focuses attention to all the factors to be considered in formulating basic policies and ultimate goals. Examples of these linkages are:

1. Land use depends upon economic activities (private and public) geographic location, physical features, population distribution, to name a few.
2. Economic development is dependent upon natural and human resources, conservation policies, transportation and communications, and economic policies initiated at local provincial and federal levels.
3. Transportation systems must be related to the population distribution, desirable land uses, physical features, etc.
4. Recreation facilities must consider the type of use, leisure hours, areas of population concentration, road net works, scenic qualities and perhaps even the affluence of society.
5. Welfare programs should be related to housing standards, recreation, employment opportunities, etc.
6. The provision of public services have to be programmed with demands and financial abilities.

The preparation of a regional plan and more important, the

implementation of such a plan, involves consideration of all facets of development and human activity and the co-ordination of private and public interests at all levels to reach an object or series of objectives construed as being the best for the region. This means that the many specialized interests must have a common meeting ground to derive the objectives and guidelines for the region and the influential interests then must strive to co-ordinate their policies to accomplish the desirable results of the plan.

From the regional planning point of view, co-ordination of policies and action is required at several levels:

1. Private interests,
2. Local Government,
3. Provincial Government,
4. Federal Government.

Equally, co-ordination among the various levels of influence is also essential for successful regional planning.

1. Private individual level. The co-ordination of private development with other activities and objectives is essential to achieve the potential of an area in an orderly and economic manner. The private sector of the economy is, for the most part, responsible for the development of a region, and this investment and activity should be encouraged to take place in specific areas where the greatest benefit for the entire region can be achieved. In addition, this activity should, to some extent, be safeguarded so that it will remain a viable contribution to the regional economy. This does not mean that private investments should be protected at the public expense.
2. Local government level. Technological advancements, rapid urbanization and the rising costs of essential services has lead to a necessary change in outlook at the local government level. Local government authorities are becoming more aware of the interrelationship of activities common to two or more municipal jurisdictions. Of necessity, and dominantly for financial reasons, services are being provided on an area basis larger than one municipal jurisdiction, and in some cases, on a regional basis. Common development policies on an area basis required full co-ordination of individual policies for achievement, e.g. the regional road network now under consideration requires full co-ordination of the many rural and urban municipalities to establish a consistent network with a common development policy. Tremendous

advancement has taken place in the local government co-ordination to establish common policies for development. However, there is still considerable room for improvement in establishing further mutually beneficial policies at the local government level, and even within the individual local governments.

3. Provincial government level. The specialized nature of the various provincial government activities makes it critical that the departments be closely co-ordinated with common objectives aimed at achieving similar goals. Because of the specialization, a certain amount of overlap exists and several agencies may be concerned with slightly different aspects of the same resource. Policies formulated at this level must be co-ordinated with regional and local plans at the first stage and must be aimed at accomplishing the objectives of a regional plan at the implementation stage. With each new specialized interest at the provincial government level there is a tendency to organize a new agency which further fractionizes the system of government and creates greater problems of co-ordinating common objectives.
4. Federal government level. In terms of regional planning, the co-ordination of federal government activities is also extremely important as overall policies can and do influence activity at the regional level. The problem of co-ordinating policies at the federal level is illustrated by the following quotation taken from an address by Norman Pearson, Town and Country Planner, to the 1966 Conference of the Canadian Federation of Mayors and Municipalities.

"The main problem which confronts such places [small cities and towns] especially if they are in slow growth or depressed regions is that there is no way of dealing with their community development problems intelligently because the patterns of upper government activity are all cast in the pattern of palliatives - to curb unemployment, to ease welfare problems, to save the tax base from collapse - and frequently the Provincial and Federal authorities are actively in opposition in that their tendencies are to vie with each other in direct or indirect appeals to the urban voters."

The closing paragraph of the same paper reads as follows:

"Canada urgently needs a Community Development Act if the full promise inherent in the urban industrialized society is to be achieved. Indeed it cannot be achieved without some such co-ordination. The emphasis must be on the development of the community - on making the surroundings worthy of the people."

The Regional Planning organization as established in Alberta fits into the hierarchy of governmental agencies above the local level, but below the provincial level. The Commissions, by virtue of representation at the local level are ideally suited to prepare policies and co-ordinate activities which would influence the local programs, both private and public. The provision of common services which are local government responsibilities could be accomplished at the regional level. The land use policies in areas which are of common concern to two or more municipalities can be effectively handled at the regional level, providing that the local authorities are willing to co-operate. Thus, in terms of maintaining the decision making process of certain responsibilities in the hands of the local governments, the regional level of co-ordination is ideal.

This organization is not extremely effective at the present time as all local authorities are not members of the regional organizations, and in many instances, the regional authorities lack the powers to implement desirable proposals or programs.

In addition, the effectiveness of the regional level of co-ordination is hampered by the lack of co-ordination and even lack of policies at the senior government levels. The most successful tool to implement any policy or attain any objective is that of financial power, and this tool lies in the hands of the senior governments. At the local and regional level, objectives and desirable goals can be prepared, but without the financial support and co-ordination of senior levels the proposals are in many instances only academic exercises. The goals and objectives that appear desirable for a particular region, may also be in conflict with policies which are desirable for the province or even the nation. Thus, although regional plans can set the guidelines for local and private activities, they have to be prepared with the overall goals and objectives of the larger area in mind so that all forces will work towards the common goals. This simply means that in some way the senior government policies, which may be based on sound economic policies or otherwise, must be co-ordinated with the efforts of the local authorities to achieve maximum prosperity and full use of available resources.

Programs such as the Agricultural Rural Development Act which was discussed earlier in this conference, Urban Renewal, education, and welfare, to name a few, are all oriented towards the common objective of creating adequate opportunities and a better environment for the people of this country, and therefore, should not be considered in isolation. These programs should be formulated with the program at the local level to form the common set of guidelines which can then be established as the regional plan.

From the regional approach, some of the essential elements for successful regional planning are:

1. Full membership of municipalities in the regional organization. This is necessary because of problems involved in preparing plans and implementing proposals in areas not under the regional jurisdiction, and also to ensure full co-ordination of local government policies and programs.
2. Recognition of the regional agencies as planning and co-ordinating authorities by all levels of government.
3. Establishment of basic economic, growth and development policies on the provincial scale to provide the general basis for regional planning and development.
4. To complement the co-ordination of municipal interests at the local and regional level by the co-ordination of regional interests at the provincial and federal government levels. This requires a more effective means of co-ordinating the various governmental agencies.
5. To attain the positive goals of regional development may require that the regional authority have at its disposal a number of positive instruments for influencing the pattern of regional growth, and also the power to accept new functions in response to new and changing aspirations, such as the need for joint financing of a capital project of regional significance, e.g. major park development. This, in some respects, tends to point in the direction of a regional form of government for specific or all services and activities - which may be the answer to the problem of co-ordination at the regional level.

Mr. E. Schmidt:- Thank you Mr. Hartley. Let us now listen to what the Honourable Mr. Fimrite has to offer to this discussion.

Hon. A.O. Fimrite:- Ladies and Gentlemen. Before dealing with the panel subject, "Regional Planning and Co-ordinated Approach", I would like to give you a brief history of the Northern Alberta Development Council, of which I am the Chairman.

The Northern Alberta Development Council was established by an Act of the Legislature in 1963. The functions of the Council are to investigate, plan and co-ordinate practical measures to foster and advance development in Northern Alberta. The terms of reference are broad, to include:

- (a) Industrial development

- (b) Transportation facilities
- (c) Agricultural stabilization
- (d) Metis rehabilitation
- (e) Educational facilities
- (f) Local administration.

The area of the Province under study covers 129,000 square miles north of the 55th parallel, or slightly more than half the entire area of the Province. While the Council did not have a regional plan for development, we were indeed fortunate to have the Royal Commission Report on the development of Northern Alberta tabled in the Legislature in 1958. The up-dating of this comprehensive report on Northern development required a minimum of adjustment for the five year interval, except in the Peace River Area where there has been rapid development.

The Council engaged the services of Mr. Robert N. Harvey, Business Consultant, to undertake an economic study in Peace River Area which was published in 1965. In addition the members appointed to the Northern Alberta Development Council had all spent many years in the North and could draw on a great deal of personal knowledge and experience which proved to be of great value in Council planning.

Most of the undeveloped natural resources in the Province of Alberta are located in Northern Alberta, north of the 55th parallel. The development of these resources are important to the economy of the Province as a whole. During the short period of 3 years our Council has been involved in the most important period of development in our history.

1. The Petroleum industry is now focused on Northern Alberta -

- (a) The rich oil discovery at Mitsue, Nipisi and Rainbow are much in the news.
- (b) The first large scale extraction plant at Fort McMurray will go on stream September, 1967.

2. There is keen interest among farmers in an estimated ten to fifteen million acres of Crown land in Northern Alberta. Many newly settled areas have opened up.

3. Construction of the Alberta Resources Railway to open up a large resources area of pulp, timber, and coking coal south of Grande Prairie, and give Northern Alberta direct access to seaports and markets on the West Coast is under way.

4. The most valuable resource is the 100,000 progressive people who live north of the 55th parallel. This is, however, less than one to the square mile.

Population shifts will be to the north. Regional planning must involve the human resources. It was the Northern Alberta Development Council who first initiated the community development program for people of Indian ancestry in Alberta.

The Northern Alberta Development Council have for the last two years been more than a planning and advisory council to the Provincial Government. Funds have been provided by the Legislature so that the Council might allocate funds for the construction of roads and airstrips, etc., on a priority basis to expand and speed up development. So much for the history of our Council.

In future, the Council will want to undertake long range planning for development. We will want to know what we will be doing in resources development 5 to 10 years, yes, even 15 years from now, so that we may intelligently plan programs to put into operation as required. Regional planning will be necessary; the co-ordinated approach must consider all the factors with respect to the present and the future welfare of the region. The resources, both human and material must be examined and weighed so that the planning will be built on a comprehensive foundation, including an assessment in depth of all the social and economic factors.

First, the geographical and topographical features of the area, including its boundary, must be studied, taking note of both the advantages and disadvantages. The land, itself, must be considered with its good and bad features, its uses now, and those in the future in relation to forests, minerals, agriculture, water resources, recreation and wild life. Resources development must benefit present and future population centres and meet the requirements for industrial commercial and residential purposes. An integral part of planning is to consider the human resources of the region - their number and location; how they make a living; family sizes and overall abilities; employment opportunities and trends. In this connection Government assistance is required to develop a healthy social atmosphere through: -

EDUCATION - Education by means of both academic, vocational schools and Regional Colleges.

HEALTH AND WELFARE MEASURES - including the establishment of hospitals, health units and medical services.

UTILITIES - providing utilities such as water and fire protection.

- ROADS - highways, regional road system, and bridges.
- RECREATION - the planning of recreational parks and resort areas.
- CULTURE - the preservation of historical sites, etc.
- RESOURCES DEVELOPMENT -

The regional plan should establish the general framework for the development of all the resources of the area, both physical and human. Direct Government protection and conservation of resources should precede exploitation of resources. Development of transportation facilities and public services should consider both the present and the future requirements of resources development for the region. The improvement of conditions for people suffering from low social and economic standards must not be overlooked, but should rather receive priority in resources development. Satisfactory living conditions must also be provided or should I say encouraged. We can't force people to live in good houses if they would rather live in tents. The best planning in the world will fail unless people understand what we are trying to do. People object to being told what is good for them. Better public relations are required in some areas.

The Government has an important role to fill, along with private enterprise in economically developing natural resources. They must be studied and developed with the attendant industrial and commercial establishments, including wholesale, retail and service industries in relation to the number of types of people required to operate them. Employment and training programs should give first consideration to the people located in the area.

In conclusion, we are again at the point of considering those factors relating to human resources. If we are to achieve the best results in planning, we must have co-ordinated programming that will develop the resources of the area, and make the communities worthy of people. Regional development is the key to Alberta's economic future. Thank you.

Mr. E. Schmidt:- Mr. Fimrite, I think I speak for all Albertans when I say we are watching with considerable interest with what is happening to the northern region of our Province and we do appreciate your remarks on human and material resources as related to the work of your Council. Thank you. I now bring you Noel Dant.

Mr. N. Dant:- Thank you Mr. Chairman. Members of the panel, ladies and gentlemen. Mr. Schmidt's remarks about the planners not getting out and speaking to people sufficiently enough to find out what they want and

his story about the janitor reminds me of another story in which I found myself involved, during my first year at the School of Architecture when I was studying. My professor said to me that when I went out into the world to practise and a client approached me to design a house for him and his family, to spend at least three months living with the family and find out how they live. Don't necessarily talk to them, but watch all their various movements, study their activities and then you'll be able to design the perfect house for them. It's a little different for planners going out to speak to all the people who live in the city or town, the plans for which the planner is responsible. We do attempt to do this in some ways. I can imagine that the elected representatives to a council do have some knowledge of what their constituents want; on the other hand I know of several planners who do go out and talk to as many people as possible, either individually or in groups and try to ascertain any opinions or desires the people do have on the improvement of their city or town. More times than not, planners discover that most people are not too sure what they do want on these matters. Mr. Schmidt also made some reference to some of the recruits to my office coming from England who would not know much about the Canadian way of life. This is an old potato and has been brought up before. Let me say, that if, as apparently is the case, young Canadians do not wish to join the planning profession, then we have to find our planners elsewhere. We have personnel in my office who came from widely assorted kinds of backgrounds - German, Hungarian, Negro, East Indian, Scotch, Wales, England and so on. More is the pity that we are not able to obtain Canadians. I am hopeful that the University of Alberta will indeed introduce courses next year leading to planning professional qualification. The Town Planning Institute of Canada will shortly publish a little booklet encouraging young Canadians to consider planning as a career and telling them how to go about starting. From this standpoint, it is indeed encouraging to see some of our young Calgary high school students attending this conference for the first time. I hope that the proceedings will make an impression on some of them to seriously consider becoming planners when they are through with high school.

My subject this afternoon is entitled "The Co-ordinated Regional Approach". Quite a number of previous speakers have touched on this matter of co-ordination, particularly from their own different technical points of view. Thus to save repetition, I intend to cover the subject from the standpoint of "who" and "how", i.e., who co-ordinates with who, and how can they do it. Earlier on in the conference someone with some exasperation stated that perhaps what we really needed was a master co-ordinator to co-ordinate all other co-ordinators! Although I believe this was said more in jest than in seriousness, I would like to say that I do not believe such a master co-ordinator is really all that necessary. I am going to suggest that there are four or five avenues of co-ordination which are either

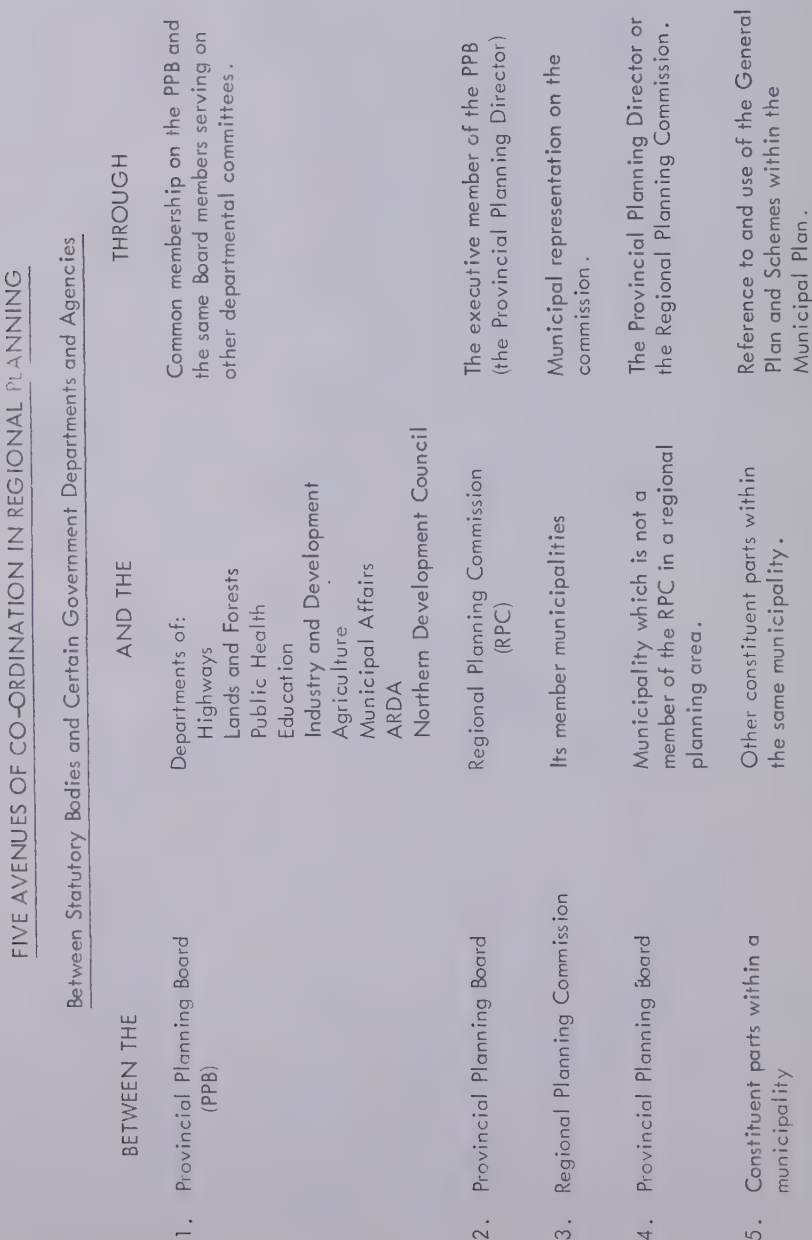
specifically stated in The Planning Act or implied in some of its provisions. These five avenues of co-ordination cannot provide all the co-ordination that is required, those that work on development matters be they the provincial, regional or local level, always work in a frame of mind that accepts that what work they are individually engaged upon impinges in the majority of cases on the work of others and that the process of co-ordination is implicit in everything that they do.

One of the laws of nature, of course, is that of cause and effect and if you take this sequence to its logical conclusion, the effect can by itself create another cause and so on ad infinitum. To relate this law to day-to-day practical matters, some form of reference has to be established and this reference is usually space and time. Again for practical reasons, space has to be defined by some boundary line (i.e. the regional planning area). The item of time is one of selective judgement, i.e. the period of time in which a regional plan is effective, beyond which it is not safe or wise to propose solutions to things which might change within the selected time limit. What we are after here in these inter-relationships is balance. Growth is a dynamic concept, liable to constant change and our proposals for the future, made in an instant of time must be geared to the potentialities of change - balance achieves the requisite stability in this concept. The Minister of Municipal Affairs, the Honourable A.J. Hooke has often stated that planning is an imprecise science. Within the philosophical context I have just adumbrated, one can say he is right and perhaps one can stretch the point and say that this is why a planner is an imprecise creature and why planners, at times, cannot always give precise answers to questions put to them.

In this Province, we have created seven Regional Planning Commissions. The selective judgement used in designating the boundaries of the seven regional planning areas were based on several relevant factors, and I have not sufficient time this afternoon to go into an explanation of these factors. These regions are statutory entities and hence, in the nature of things, it is not easy to make changes to these boundaries. If changes are indicated by the practical realities of an existing situation, they must be achieved albeit with the usual administrative upsets that follow from any statutory boundary change. On the other hand, other Government Departments responsible for overall programmes of development involving their own specialities, such as regional schools, hospitals, clinics, regional highways and the like; mainly for their own administrative reasons have selected 'district' areas which fit their own specialities. More times than not these districts do not coincide with the boundaries of the planning regions. These differences of boundaries make co-ordination more difficult but not impossible. It could well be that there is a measure of co-ordination possible when different government departments review such programmes or

introduce new ones, and some thought be given to the reselection of such administrative districts to coincide with the boundaries of regional planning areas either in toto, or a group of districts to fit a given regional planning area or a group of regional planning areas to fit a district -- all three approaches are possible depending upon the "scale" of the development involved.

The five avenues of co-ordination which are applicable to our problem can perhaps be better grasped by means of the chart below:



In the chart, I have purposely not included work done by specialists and consultants, yet such needs to be introduced into the total co-ordination aspects of a regional plan. In most cases this work done by consultants is on behalf of one government agency or another and on this basis, it could be covered by the co-ordination functions as expressed in the chart.

1. Co-ordination between the Provincial Planning Board and Government Departments.

The fact that membership of the Provincial Planning Board is made up from senior personnel from seven different government departments should of itself provide the requisite co-ordination. It could follow that any general development policies decided upon by the Board could permeate down through the hierarchy of the department. Starting with the activities of the member of the department appointed to the Board. This indeed has happened on several occasions, but such activities could generally be increased. The reverse also holds true, i.e. that the member of any department on the Board, introduces a department development problem to the Board for the purpose of the formulation of an overall policy by the Board.

2. Co-ordination between the Provincial Planning Board and the Regional Planning Commissions.

According to The Planning Act one of the main functions of a Regional Planning Commission is to prepare a regional plan. In the first instance, the Act also provides for a commission to prepare a preliminary regional plan for the purpose of introducing rapidly, flexible development control over the regional planning area until such time as the ultimate or multi-resourced regional plan can be prepared. In its review of preliminary regional plans and in the preparation of the ultimate regional plan the Board can play a co-ordinating role. Policies and programmes of government departments can be referred to the commissions, so that the commissions may adopt such policies and programmes into their regional plans for the better implementation of that part of the departmental program which affects each regional planning area. The Board also has a useful co-ordinating role to play in relating one commission's work to that of an adjoining commission and piecing the regional results into a provincial whole.

On the purely personnel and administrative planes, has been co-ordinating certain activities of the commissions. An attempt is being made to provide a uniform regulation setting up the machinery and certain administrative processes of all commissions. The salaries of commission staffs previously decided on separately by each commission are now related to each other and related too, to similar provincial levels on the basis of like-work, like-pay.

3. Co-ordination between Regional Planning Commissions and their Member Municipalities.

Once again, the membership of a municipality on a regional planning commission (which includes at least one representative from each member municipality and a certain number of provincial representatives) has inherent in this relationship the desirable and potential co-ordinating influences. It behoves each representative on each commission to inform his municipality's council of matters of business resolved by his commission as they affect the interests of adjoining municipalities or groups of municipalities. These matters can be discussed by local councils and other matters initiated by such councils which their representatives can bring before the Commissions for resolution of common local problems into the regional whole.

With regard to municipalities which find themselves within a regional planning area, but have not yet chosen to join such commissions, there is a real problem of co-ordination at the regional level. It is unfair, I suggest, to representative members of commissions for the commissions to step in and help out municipalities who are not members. In such cases of hiatus, the co-ordinating functions have to be handled by

4. Co-ordination between the Provincial Planning Board and Municipalities Located in a Regional Planning Area and which are not Members of a Regional Planning Commission.

The Board through its Director-member and through the Director's liaison with all commissions is probably in the best position for carrying out co-ordination in regional matters affecting the non-representative municipalities. This, of course, is not an ideal relationship, the ideal only being arrived at by persuading such municipalities to actually take out membership in the commission. Although over the years we have seen an increase in membership of each commission outside of the original founding member municipalities, it seems to me, that in order for the commissions to perform their functions, 100 per cent membership is a must, and ways must be found in order to achieve that objective. Some strengthening of The Planning Act on this point seems to be indicated. It is also my hope that by attending such conferences as this, that any representatives of municipalities not yet members of commissions would be persuaded that membership is a good thing and that they will take back to their respective councils this knowledge and act on it.

5. Co-ordination between the Constituent Parts of a Single Municipality.

I would suggest that this kind of co-ordination can be achieved

through the very ingredients of a general plan duly adopted by the municipality. It thus behoves each and every municipality to consider to have such a general plan prepared for its own future. This is still a voluntarily chosen activity by a council and there is a need, as I see it, for many more municipalities to embark upon such an exercise. Only a minority of Albertan municipalities have up to now, adopted general plans. Within a general plan, of course, there is implied co-ordination and relationship between adjacent land uses.

With regard to co-ordination between ARDA projects and the work of the commissions, a start has been made in this direction but, I don't believe this co-ordination goes near as far as it should. Directors of all commissions have now been promised copies of all proposed ARDA projects before such are decided upon by the ARDA Advisory Committee. These individual projects come to the committee based on any number of different sized areas and in the nature of things, many of the boundaries of such projects cannot be other than proposed. There is bound to be some overlapping of commission boundaries of certain projects and in such cases, there would have to be co-ordination between the affected commissions themselves.

I do not intend at this time, to comment upon co-ordination with the Northern Alberta Development Council, as I think Mr. Fimrite has covered this field admirably. There are one or two points however, in general that might be mentioned. This concerns breaking up the far north into sections or sectors not unlike regional planning areas although because of sparsity of population in this whole northern area and other factors, it would, I suggest, be premature to attempt to establish regional planning commissions there at this time. Regional planning in this area can best be done by the Provincial Planning Branch until such time as potentially solvent commissions could be established. Thank you Mr. Chairman.

Mr. E. Schmidt:- Mr. Dant, it has been some time since I've entered into a philosophic discussion of time and space and I wish we could have more time to talk about these two things. However, we do appreciate your remarks on the guidelines for co-ordination of action. Gentlemen, I think our time has been well organized. We started late and we have caught up with the time. We do have a few moments left for questions, so, if you have any questions or comments, come forward to the microphone, identify yourself and direct your questions to the speaker of your choice.

QUESTION:- I would like to direct my question to Mr. Dant. I note from your comments that under The Planning Act, provision is made for co-ordination of regional plans after the regional plans have been prepared. I'm wondering what arrangement or what basis there is for co-ordination between regional planning commissions during the preparation of the plans themselves?

Mr. N. Dant: - When I referred to the preliminary regional plan, I hazarded the opinion that the preparation of these plans should not take a great deal of time, provided each commission had enough staff on its roster to spend time on this work. In the nature of establishing a new commission and most of our commissions have been centered on the central-city type of region, the most urgent early work required to be done by the commissions was advising on local development problems of their individual member municipalities -- particularly fringe problems around the cities and the larger towns. Also, as our seven commissions have been individually established over a longish period of time, i.e. the first was established in 1950 and our latest at the end of 1960, the work of each commission individually has not resulted in similar things being done by each commission at the same time. In other words, because the Edmonton Regional Planning Commission was the first to be established, it was also the first to complete its preliminary regional plan. Some of the later regional planning commissions are only now coming around to preparing preliminary regional plans. Thus the co-ordination of two adjacent regional planning commissions' preliminary regional plans has not as yet become entirely possible. I hope and expect that now the later commissions are embarking upon their preliminary regional plans, there will be a lot more possibility of co-ordination between adjacent commissions if this work gets underway. When all commissions' preliminary regional plans have been adopted, an ideal time for complete co-ordination will then be possible and the results of such co-ordination manifested in the ultimate regional plans to be prepared at that time.

QUESTIONS: - There is one thought that bothers me. All we people in the South of the Province are very interested in progress being made in the North. However, such monies that are being expended by the Province in the North are at the expense of the older settled areas in the South. There is a great need too, of development in some of our older districts and I would just like to know if that has been considered.

Mr. N. Dant: - With the establishment of two regional planning commissions in the South, I would think that as much consideration is being given there as in other parts of the Province -- in similar degree. If you are talking about government grants vis-a-vis the two areas, all I can say is that the grants by the government to the two southern commissions are on exactly the same basis as those given to the more northern commissions. In the far north, where no commissions have as yet been established, any government grants or development expenditures there have, in the nature of things, been done somewhat on an ad hoc basis, particularly with respect to new towns. It is not very likely to my mind, that we would require any new towns in the southern parts of the Province.

Hon. A.O. Fimrite: - I will make a stab at the question too.

The question has been asked before and I think I can answer it best by repeating what I said earlier in my address, that most of the undeveloped resources in the Province of Alberta, are in the North. It is known that there are large reserves there, and if we look back, we will remember that millions upon millions of dollars were spent by the Province in developing irrigation in the South. This was good and no doubt additional funds could be used for extending the irrigation systems now in being. At the present time, development in the North is a provincial investment and all you have to do is look at the money that has been pouring in from such an investment. You, in the South, are not subsidizing it. The Northern Development Council is not a government department. We are an agency of the Province with a specific program that is gradually being phased out. We started with a budget in 1965 of two and one-half million dollars to be used for priority projects involving land development. In the current year, we have five million dollars to be used for the same purpose. This may be increased some next year and then it will be phased out. The program is to bring to the North, development, that is in reasonable comparison to earlier government projects in the South.

Mr. J.E. Hartley:- Could I make an additional comment. I believe what the questioner asked for was equitable distribution of funds for development in Alberta. One of the serious problems has to do with boundaries. Let's take two examples. One, the ARDA programmes - one of its sections deals with a programme called FRED - Funds for Rural and Economic Development. Ottawa has established formal criteria for distributing this fund, i.e. funds will not be available for any part of Canada where less than half of the national averages income prevails. This criteria cuts out many areas in the West and restricts where we can work on this basis in Alberta in very narrow terms. Why say 50%, when in some areas 48% prevails? Yet the area where 52% prevails gets cut in? Another programme -- The Area Development Agency, operates in the Crowsnest Pass and a portion of north-eastern Alberta, the same problem lies. In Ottawa, its apparently easier to handle programmes based on census divisions, thus the boundaries set for such programs are arbitrary. In fact, however, the Area Development Agency in Alberta is not working in the areas which have the most economic depression, because of the arbitrary manner in which census divisions are selected. We thus have artificial boundaries set up where there is no need to introduce yet new boundaries. Because of administrative convenience in Ottawa, jurisdictions are set up which not only add to our plethora of different boundaries, but cut off funds artificially where they are most needed.

QUESTION:- At the outset, I would like to say that I have appreciated being here. I have heard some of the statements that have been made with a great deal of interest, I think planning is becoming one of our most

essential necessities in modern society. I think that as our urban densities increase in our larger urban centres and our small centres, that planning is going to become more important. There is one thing I'm a bit disappointed with, and that is to put all this planning into effect needs money. What concerns me more than anything else is that the fact that we must clean up the blighted areas, we must eliminate slum conditions and we must provide adequate housing for our people of modest income. Regardless of good planning, this is not enough, we are frustrated by the greed of certain speculators who make the cost of land acquisition so great, that we will never have enough money to do the things we must have done. Just to keep our cities from depreciating and to maintain their health and their continued good environment, I wonder how we are going to attack this problem of speculation. As an illustration, I need only mention the land in Edmonton earmarked for the colosseum. Originally, this land was going to cost two and one-half million dollars and now it is up to eight and one-half million. This is merely done by a paper manoeuvre of transferring titles of certain properties to raise the artificial value of a whole area. This is not really adding an increase in true value. It is something we must attack otherwise, regardless of all the good planning, we are never going to be able to implement these plans. Somehow, somewhere, this greediness of land speculators has to be curbed and I think that the responsibility for seeing this done lies with the Provincial Government. I'm wondering what the planners themselves can do to protect the integrity of their profession. This is the question.

Mr. E. Schmidt:- Mr. Leger, you have given us food for thought. You took too long for your question and there's now no time for an answer, I'm sorry. Gentlemen, I'm sure you will agree with me, this afternoon panel discussion was an interesting one. You are aware, of course, there's a lot of work gone into it by participants and I'm sure you'll all join with me now in showing your appreciation.

Mr. D.J. Russell:- It's time for the Conference Wrap Up and the job has fallen to Mr. Ron Maslin, the Director of the Battle River Regional Planning Commission.

Mr. R.W. Maslin:- Mr. Chairman. Before I proceed with my principal task of wrapping up this Conference, I have been asked to perform a duty which would embarrass you as an Alderman of the City of Calgary.

It is necessary at this time for us to recognize the tremendous amount of organizational work which the City of Calgary, its Planning Department and other interested people have conducted during the past four to six weeks to produce this Conference for us. I would like to offer the

thanks and appreciation of all who have attended this gathering for the excellent job they have done in providing us with the physical arrangements for our meeting and making this a successful Conference.

Why do we have to wrap up the Conference? If it has been a good Conference, you do not need me to tell you so; if I think it's been a bad Conference, it's more than my job is worth to tell you that. One thing which has bothered me is that we have talked about "planning" generally, without recognizing that it is urban and regional planning which is our prime concern. We are exposed to all kinds of planning but it seems to me that it is the urban and regional planners who get the blame for all: we are exposed to economic planning, social planning and even family planning. The only comparison I can find between urban and regional planning and family planning is that, of late, they have both taken the oral approach to reduce impending labour problems.

The Conference opened on Sunday night with levity, and thank Heaven for it. I have heard some comment that it is not good for the planner to laugh in public at himself and the problems of his job. I would suggest that any profession that has not the maturity to laugh at itself can only expect others to laugh at it. To me Sunday's performance was a highlight.

Noel Dant, from this position, has just been philosophical; I would like to be whimsical. I think you have heard enough technology, enough jargon, enough expertise. At this season I would like to retell a fairy story.

Planners tend to think that they have a job which is new, that they face problems which are new and different from the problems of others. I submit that we are involved in this particular time when the whole world is dividing its talents into a number of specialized ways to resolve the basic and overall problems of Man. In many years, many people have written about it in many ways.

I would like to tell an allegorized version of a story written more than one hundred and twenty years ago by Charles Dickens for this time of the year - "The Christmas Carol". In his preface Dickens says:

"I have endeavoured in this ghostly little book to raise the ghost of an idea which will not put my readers out of humour with themselves, with each other, with the season, or with me. May it haunt their houses pleasantly and no one wish to lay it".

If we go away from this Conference with that thought in mind,

we may have gained something.

"Undoubtedly, unquestionably Morley was dead". An allegorical reference in my whimsy, to the past. To the many things of the past which, while we thought them good in their lifetime, we are no longer proud of. Shortly we are introduced to Scrooge, the central figure. With him I identify our central theme, the planning process, involving not the planner, the politician or the interested citizen alone, but all of them in combination.

The context of the fable is the exposure of Scrooge to three conditions, Past, Present and Future.

Let us travel along with Scrooge into the past to the days when we both had dreams; when we thought we were embarking on a new and wonderful activity; when we felt we faced a public who would eagerly await our pronouncements, build themselves a new world in which to live and even perhaps give us a place in the heaven we had built for them. But we, with our Scrooge, while looking at this glorious memory, can glimpse the dawning of our own destruction if we, for the shortest moment, commit Scrooge's cardinal sin - isolation from the rest of the world.

As we travel, with our allegory, to Christmas Present, the effect of such an attitude - the Wages of Sin - become apparent. For a reminder, Scrooge had become "... a squeezing, wrenching, grasping, striking, clutching, covetous old sinner, hard and sharp as steel from which no steel had ever the strength to put out generous fire. Secret and self-contained and as solitary as an oyster" He had lost touch with humanity. He concerned himself purely with the economics of life. Which of us can say that we have not at times so sinned.

In his present condition, our traveller is matched against his own Everyman, the Cratchit family. A family symbolically victimized by Scrooge's selfish concerns yet able to accept his oppression because he was not one of its members. It even believed that somehow, in his own way, Scrooge was doing as much as he could to improve its lot.

From Christmas Present into Christmas Yet to Come, and our companion sees his eventual end, totally detached from mankind; those whom he had disregarded, picking over his corpse not yet cold in its casket; his end mourned by none, beneficial to a few, and welcomed by many. At this climacteric point, Scrooge did what anyone would do, he repented and became a Good Man.

To personalize this allegory too far will get me into more trouble

than I pray for, but the lesson which is clearly stated must concern us all. We will all be judged by the future and unless we anticipate the error of our own ways, the judgment will be harsh. If we abandon people and consider only place, the judgment will be justified. We should also remember that the corrective action only came from an introspective view of Scrooge's own personal motives.

Two of the most significant exhibits at this Conference are the mirrors included in the City of Calgary display. I do not know why they were so placed but they require each of us to see himself as merely human within the context of a planning programme. It may also be humbling and consoling to find that the reflection does not show the halo we cherish or the horns credited to us by our adversaries.

If, as we have come together at this Conference in the security of common interest, we can look at ourselves and consider that our dreams may be the nightmares of others; if as we go from this Conference with the awareness of uncommon dependence, we can look to the help of others and consider that all of our dreams will create a future; then we may be able to close our allegory and our Conference with the closing paragraph of Dickens' tale:

"Scrooge was better than his word. He did it all, and infinitely more; and to Tiny Tim, who did NOT die, he was a second father. He became as good a friend, as good a master, and as good a man, as the good old city knew, or any other good old city, town, or borough, in the good old world. Some people laughed to see the alteration in him, but he let them laugh, little heeded them; for he was wise enough to know that nothing ever happened on this globe, for good, at which some people did not have their fill of laughter in the outset; and knowing that such as these would be blind anyway, he thought it quite as well that they should wrinkle up their eyes in grins, as have the malady in less attractive forms. His own heart laughed; and that was quite enough for him.

He had no further intercourse with Spirits, but lived upon the Total Abstinence Principle, ever afterwards; and it was always said of him, that he knew how to keep Christmas well, if any man alive possessed the knowledge. May that be truly said of us, and all of us! And so, as Tiny Tim observed, God bless Us, Every One!"

Mr. D.J. Russell:- Ladies and Gentlemen, I commented to Mr. Maslin earlier today that I thought that perhaps he had the most difficult job of the

whole programme and that is presenting a cover of the convention windup at the end of two days after everyone has really had their fill of speeches and panel discussions. Who ever chose him made a good choice, Mr. Maslin, and we thank you. I can assure you that the City of Calgary and the Calgary Regional Planning Commission were pleased to be selected as the hosts for this year and if you've gained any new ideas, if you made new friends or met old ones, then we think perhaps the convention has been a success and we invite you all back to Calgary whenever you see fit to come and we hope that will be soon.

I now declare the 1966 Alberta Planning Conference adjourned.

DELEGATES

Victor J. Abraham	Provincial Planning Branch
Ken Adamson	James Fowler High School, Calgary
W.S. Alexander	Leduc
Grahame Allen	Peace River Regional Planning Commission
Sami Alpdogan	Lethbridge
Bob Armstrong	Bassano
W.J. Bagnall	Didsbury
E.E. Ballantyne	Department of Agriculture
Roy Balston	Medicine Hat Regional Planning Commission
D.B. Berezowski	Banff Oil Ltd., Calgary
R.E. Barrett	City of Red Deer
A.W. Beattie	Calgary
Oliver Bell	Town of High Prairie
Ken O. Berge	Town of Fort McMurray
Anita Bergman	Edmonton
Lane Bickel	Calgary
A.P. Blatz	Daysland
Janet Blench	Edmonton
Doug Bodie	Edmonton
K. Bond	Calgary
Frank Bremner	Calgary
N.T. Brereton	Calgary
D. Broadfoot	Redcliff
Ralph Brown	Acme
Ted W. Brown	Edmonton
John Bruinink	Bowness Composite High School, Calgary
E. Burgoyne	Calgary
D.B. Bussard	Battle River Regional Planning Commission
Frank L. Byrne	Calgary
David B. Campbell	Calgary
Wes Candler	Edmonton
Mike Caryk	Spirit River
M. Chalmers	Brooks
Bruce Chambers	Oldman River Regional Planning Commission
R. Comstock	Calgary
J. Connelly	Red Deer Regional Planning Commission
Ron M. Cope	Provincial Planning Branch
J.P. Cornelisson	Calgary Regional Planning Commission
J.W. Crawford	Pincher Creek
R.R. Cundy	Red Deer Regional Planning Commission
Noel Dant	Provincial Planning Director
T. Davenport	Priddis
Allen Davidson	Calgary
J.C. Davidson	Calgary
Roy L. Davidson	Three Hills

Ed Davis	Calgary
Frank J. Dawley	Didsbury
R.R. Depner	Calgary Regional Planning Commission
D.R. Diver	Calgary
June Dokken	Queen Elizabeth High School, Calgary
M.J. Dolinsky	Department of Highways
C. Drombroski	Edmonton Regional Planning Commission
Gordon L. Donaldson	Calgary
R. Donkin	Calgary Regional Planning Commission
Charles Drain	Blairmore
H.K. Driver	Calgary
C.W. Duemler	Calgary
C.W. Dunford	Stettler
Reg Easton	Edmonton
Frank J. Edwards	Edmonton
P.D.G. Edwards	Provincial Planning Branch
J.B. Eklof	Canmore
Bryan Ellis	Edmonton
Henry Engert	Cochrane
Sven Ericksen	Lethbridge
Roy R. Erickson	Provincial Planning Branch
Marjorie Fedechko	Provincial Planning Branch
R.M. Fenerty	Calgary Regional Planning Commission
Hon. A.O. Fimrite	Northern Alberta Development Council
J.J. Fitzgerald	Edmonton
J.W. Flynn	St. Albert
R.S. Fowler	St. Albert
Bert Franklin	Cochrane
R.M. Gibbon	St. Albert
R.N. Giffen	Edmonton Regional Planning Commission
J.V. Gilkes	Calgary
Caroline Godfrey	Cochrane
Edward Gordon	Brooks
George E. Gordon	Calgary
Margareta Granstrom	Edmonton
George Gray	Fort Saskatchewan
R. Greig	Bowden
Ben Gunn	Blackfalds
P.C. Hagemann	Ponoka
Jim Hajash	Brooks
H. Hanen	Calgary
Doug Hanly	Calgary
Gerry Harlos	James Fowler High School, Calgary
H. Harper	Red Deer
L. Harris	Edmonton

John Harry	Nestow
J.E. Hartley	Oldman River Regional Planning Commission
J. Henderson	Calgary
D.M. Hornby	Calgary
L.G. Howe	Three Hills
L.L. Hurst	Department of Municipal Affairs
John Hutton	Calgary
A.R. Isbister	Department of Municipal Affairs
W.D. Isbister	Department of Municipal Affairs
Ralph Jackson	Olds
W.F. Johns	Calgary
Ray Jones	Provincial Planning Branch
R.J. Kimoff	Calgary
G.G. King	Three Hills
Julia Kiniski	Edmonton
L.E. Kirby	Grande Prairie
W. Kirby	Edmonton
L.C. Knudtson	Calgary
W. Koeing	Calgary
J.J. Kovats	Battle River Regional Planning Commission
W. Kropielnicki	Ryley
Robert Kuziw	Strathmore
Marvin A. LaBarge	Camrose
W. Lee	Lacombe
Ed Leger	Edmonton
Ray Leonard	Bowness Composite High School, Calgary
C.W. Lester	Edmonton
Laurie Little	Grande Prairie
Erwin R. Lutz	Provincial Planning Branch
Roy A. Mackwood	Camrose
B. Macrory	Peace River Regional Planning Commission
D.L. Makale	Edmonton
Martin Mann	Calgary
A.G. Martin	Calgary
Ron W. Maslin	Battle River Regional Planning Commission
G.D. Mehra	Calgary
Ian Mellan	Calgary
Mike Mengesha	Western Canada High School, Calgary
J.E. Miller	Calgary
Len Milne	Peace River Regional Planning Commission
D.R. (Reg) Mitchell	Vermilion
F.J. Mitchell	Edmonton Regional Planning Commission
Jack Moar	Edmonton
G.W. Moyer	Fort Saskatchewan
J.E. Mulloy	Edmonton

Chris MacKimmie Western Canada High School, Calgary
C.J. McAndrews Department of Agriculture
D.H. McCallum Department of Agriculture
Don McCallum Hanna
J. McCracken Edmonton
Ron G. McCullough Red Deer
V.E. McCune Department of Highways
A.F. McEachren County of Strathcona
R.W. McLaughlin Westlock
L.R. Newby Calgary
Cliff Newman Provincial Planning Branch
R.H. Nicolson Edmonton
J.E. Oberholtzer Department of Industry and Development
Al Olive Calgary
L.S. Olson Camrose
Hugh O'Neill Lethbridge
W.G. O'Reilly Calgary
B.R. Orysiuk Provincial Planning Branch
T. Roy Osborne Medicine Hat
M.R. Parker Ardrossan
Anna E. Parkinson Red Deer
E.C. Pekse Sundre
Helen Pennels Calgary
Peter Petrasuk Calgary
A. Pfeiffer Edmonton
Jack Pickersgill High River
John Polonuk Provincial Planning Branch
Cliff Poole Carbon
Braj B. Prasad Provincial Planning Branch
Hugh Porter Calgary
G.R. Purnell Department of Agriculture
John Reay , Edmonton
N.A. Rey Calgary
Charles Rendleman High River
G. Riddell Provincial Planning Branch
D.W. Rigby Red Deer
J.H. Roddick Viking
S.C. Rodgers Edmonton
M.H. Rogers Calgary
Lucille Rosenfeld Calgary
C. Rossman Campsie
S.P. Round Calgary
D.J. Russell Calgary
A.B. Samuel Edmonton
L.L. Schmaltz Beiseker

D.W. Schmidt	County of Wetaskiwin
W.G. Schmidt	Edmonton
Erick Schmidt	Edmonton
George Schultz	Barrhead
T.B. Sewall	Brooks
S.F. Shields	Edmonton
L.H. Sim	Lacombe
Peter M. Simpson	Medicine Hat
A.D. Slaght	Stony Plain
Louis Slipec	Provincial Planning Branch
A.R. Smith	Calgary Regional Planning Commission
L.O. Smith	Lethbridge
Peter J. Smith	Edmonton
P. Snyder	Cremona
A. Soetart	Calgary
Frank Spurgeon	Spirit River
Mark B. Stagg	Provincial Planning Branch
G.R. Stephens	Edmonton
A.G. Stewart	Edmonton
P.H. Stonhouse	Medicine Hat
B.D. Stover	Devon
A.W. Strohschein	Wetaskiwin
Garry Sudul	Queen Elizabeth High School, Calgary
Art Swan	Edmonton
Muneo Takeda	Raymond
W.H. Taylor	Calgary
H.W. Thiessen	Edmonton
Hal Tipper	Grande Prairie
E. Toshach	Drumheller
Norman Trepanier	Grande Prairie
N.S. Trouth	Calgary
J.D. Tucker	Okotoks
B. Vickerman	Calgary
V. Virak	Edmonton
Walter Walchuk	Edmonton
G.C. Walker	Edmonton
Ian Walker	Calgary
R.C. Warnock	Castor
Dennis Watters	Provincial Planning Branch
M. Webb	Calgary
C.H. Weir	Edmonton
M. Welykochy	Edmonton
W. Werenka	Calgary
A.B. Wetter	Edmonton
Mrs. Martha Wilson	Edmonton

W.C. Wonders	Edmonton
V.A. Wood	Edmonton
J. Woodroffe	Edmonton
R.H. Wray	Calgary
Allan D. Wronko	Leduc
Adam B. Young	Three Hills
Eric Young	Fort Saskatchewan
H. Zindler	Calgary
H. Zolmer	Drayton Valley

